Government Publications

A FORECAST OF PLANNING ISSUES FOR THE CITY OF TORONTO 1956-1980

The changing city

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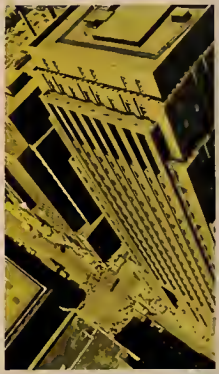

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The changing city

A FORECAST OF PLANNING
ISSUES FOR THE CITY OF
TORONTO 1956-1980

November 1959

THE CITY OF TORONTO PLANNING BOARD

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Chairman's Message

Planning is a community responsibility. It is a series of choices. Changes must and will occur—perhaps with increasing tempo in the next decade or two. Many of these changes will result from past decisions, many will depend upon choices yet to be made, choices that should reflect the kind of City we want and are prepared to pay for.

Wise decisions cannot be made in a vacuum; they must be made with full knowledge of the alternatives and with a clear conception of the results that are likely to flow from those decisions.

For these reasons, the City of Toronto Planning Board has issued this publication. It is intended to stimulate public discussion and comment, it endeavours to bring into clear focus those issues that are facing us as residents, taxpayers and responsible citizens. It sketches our past, analyses our present and projects our thinking into the future. It deals with planning problems but it also deals with public policy and our financial ability to pay for the things we want.

This booklet is not in itself a plan, but it does foreshadow a new plan for the City—a plan which must be in harmony with the official plan of the wider area of Metropolitan Toronto of which the City is the heart and the showcase.

The first official plan for Metropolitan Toronto will be made public shortly. It is our hope that this publication will assist in clarifying the role of the City within the Metropolitan framework and will make a contribution to the better understanding of those problems which are common to us all.

Many important questions about the future of our changing City are discussed in these pages. Perhaps you feel that others are equally important. We urge public discussion and a frank expression of views, because to be successful any plan must have citizen support based on their confidence that the objectives sought are sound and capable of achievement.

W. HAROLD CLARK *Chairman*, City of Toronto Planning Board

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1818: A Mall was proposed along the waterfront . . .

1911: One of the main proposals was for a Municipal Square; on the same site the Civic Squnre is now being developed . . .

1793: Alexander Aitken planned a townsite . . .

1929: The plans of this year laid out a system of Grand Boulevards in a handsome business center . . .

Planning in perspective

1793 —Alexander Aitken planned a townsite two miles east of the military camp at Fort York. The Hon. Peter Russell, Receiver-General under Governor Simcoe, said of the plan, '. . . (it) consists for the present of four ranges of squares, . . . each square two rows of houses, four in each row . . . When this plan is to be carried into execution the Lord only knows, for no attempt has been yet made by any intended inhabitants.'

1818 —A Royal Patent was issued, providing for a permanent broad promenade along the whole waterfront of the town, to be called the Mall, and to be some 30 acres in extent. 'Had this been procured, the railway depot being located to the north of the city, and Toronto Bay kept pure from vile sewage, which now pollutes its waters, Toronto would today be a far more attractive city than it is.' —Historical Sketch of the County of York, Wm. Canniff, M.D., 1878.

1911 —The Civic Improvement Committee proposed a civic square between the City Hall and Osgoode Hall, a development plan for the Islands, and a Metropolitan District for road planning. The main emphasis was on roads and some new roads were built, including the Bloor Street Viaduct. The site for the civic square was the one which was acquired in 1947 where the new City Hall is soon to be built.

1929 —The prosperity years brought new skyscrapers rising on a checker-board of old streets, and an increasing number of automobiles. The solution proposed by the Advisory City Planning Commission was a system of Grand Boulevards slicing diagonally across the grid of streets, to make the motorists' lot easier and to open up impressive urban vistas. The plan emphasized the need to develop a handsome business center. The extension of University Avenue southward from Queen to Front Street was realized out of this plan.

1943 —Near the end of a lengthy period, part in depression, part in war, when municipalities had been unable to carry out many projects, the City Planning Board of Toronto presented the first stage of a Master Plan. It laid the ground for an Agricultural Belt to limit urban growth, metropolitan-wide zoning, a thoroughfare plan, rapid transit lines, an inner greenbelt, expansion of parks and playgrounds, neighbourhood development, public housing projects, a Metropolitan Area Planning Authority and a Regional Planning Authority. It looked ahead thirty years to 1974, estimating that the population of metropolitan Toronto would be one and one-quarter or one and one-half millions by that date. That estimate has already been exceeded, 15 years ahead of time, yet the failure of the plan has been attributed to its 'too comprehensive nature'.

1949 —The present Official Plan of the City became law. Ten years later it is still in effect, but no longer adequate. It was prepared when post-war developments had given little hint of their ultimate proportion. Since then some proposals have crystallized into programs bearing little resemblance to the original and many items have become Metropolitan responsibilities.

The time is ripe for another examination of our future growth.

A question of planning

The City is always changing, and the ways of change are many. Some strike us as dramatically as the boldness of new buildings pushing skyward, but others go as unseen as the flaking of paint and the crumbling of brick. There will be much rebuilding in the next twenty-odd years. The newly built, both good and bad, will be with us well beyond the end of the century; what is not rebuilt will have suffered those extra years of wear and tear. Whether planned or not the City will go on changing.

Planning must say what is to be done to ensure that Toronto will fulfill its expanding role as a great city.

The purpose of this publication is to state the most important features in the City's development over the next twenty years, to explain the ideas on which our present planning is based, and to point out the main questions of public policy which must be settled before there can be effective planning.

Who shall give the answers to these questions? Who shall settle these issues? By statute, as a direct responsibility, the Planning Board carries out the studies and prepares the plan. The Board does so on behalf of all those who live and work in the City. But effective planning must often reconcile conflicting views. Individuals and organizations want maximum freedom to enjoy and use their property, but there is often a conflict between individual interests and the needs of the entire community. A plan of orderly development is imperative if the City is to be an efficient and attractive place in which to live and work. It must arrange land, buildings and the uses made of them, so that conflicts are kept to a minimum. Such a plan must, from the beginning, involve everyone engaged in building the City.

Who builds the City? There is the municipality, through City Council and other public agencies, constructing public facilities, making improvements and establishing development policy. There are private developers and organizations, tearing down old and raising new buildings. There are citizens, maintaining and improving their own homes and shops. There are commercial organizations and individuals, trading, working, selling and manufacturing. All have a stake in the Changing City. All, ultimately, will decide how we plan and what we become.

What is the city?

Behind the coming changes in Toronto, whether brought about by private citizens or public policy, is the way the City works and the role it must play within the metropolis, the region, the nation. *What is the City?* Major center in the world's market; manufacturer, importer and financier for half of Canada; seat of provincial government; the driving force behind the growth of the metropolis; the senior partner in the federation of communities called Metropolitan Toronto.

We know that a city can fluctuate in importance and influence. Two thousand years ago, Rome was the capital of its empire and a city of more than a million inhabitants. But with the decline of the empire, Rome became an unimportant market town before rising again centuries later as a capital city. By contrast, we expect Metropolitan Toronto to grow rapidly, setting the pace for the expanding region and country in which it operates. The City's importance will grow with it:

- The City will continue to be the center of business, government, higher education and entertainment for the metropolitan region, and in many respects for a far wider area.
- The City's central functions will continue to be the dominant reason why Metro grows. The City will continue to be the home of most of the important metropolitan institutions.
- The City will increasingly reflect the cosmopolitan make-up of the metropolis' population.
- The substantial piling-up of activities that occurs in and around the center of the metropolis will continue in Toronto despite the decentralization of industry and the extension of suburbs into the countryside. Concentrated activity, while not an unmixed blessing, will increasingly characterize the role of the City.

What is the City? There are many Torontos, depending on who you are and what you do. The western farmer sees Toronto as the city where Bay Street operates; to the Ontario farmer it is the Big City, where he sends his produce and visits to shop or to see the bright lights – but not too often; to the conventioneer it is an assortment of hotels, clubs and theatres; to the student it is the University, Ryerson, the Royal Conservatory of Music or the College of Art; to the tourist it is a kaleidoscope of impressions taking in the City Hall, the Museum, University Avenue, High Park, Fort York and the downtown stores, hotels and night clubs; to the European or American businessman it is the thriving hub of Canada, a center of wealth, power and opportunity; to the immigrant from other lands, and for many native Canadians too, it is the starting point for a new life.

For the residents of Metropolitan Toronto, the City is his main point of focus. It is the area he travels into, out of, through and around. With Torontonians living up to 25 miles apart, few become familiar with other than their own residential districts, few can visualize Toronto as a whole.

In planning the City, its diversity and its symbolic importance to both resident and non-resident should not be overlooked, for these qualities cannot be duplicated anywhere else in Metropolitan Toronto. Because of this it is not enough to regard the City simply as a business center or just another slice of Metro. If this is to become a great city, the first objective of any plan should be not merely its perfection as a complicated urban machine, but also its enrichment as a great urban center possessing outstanding civic design.

Whatever answer is given to the question 'What is the City?' this is always true: The City is what its people make it.

Ancient Rome with its proud monuments suffered a long eclipse before it emerged again. Toronto is a young city which has yet to build a fine center.

The City is and will continue to be manufacturer, importer and financier for half of Canada, but Toronto, to be a great city, must be more than this.

The Telegram

Toronto's region is only partly shown here. The City is the center of the economy of this part of Canada.

The tower of the old City Hall has long meant 'Toronto' to citizen and stranger. Now the City is to have a new and modern symbol.

The City, in many ways, is the heart of the Metropolis, the setting for a multitude of activities for outsiders and residents alike.

Globe and Mail

The city is changing

The pattern of the future city will be woven upon the fabric of the present through the decisions of many individuals and through public policy. This section presents some measure of the developments expected by 1980.

Private decisions, and the developments to which they give rise, are determined mainly by economic forces and follow observable trends. Hence, by watching development in our own and other cities, we can predict what will be built by private enterprise. A *prediction* implies that some such event, within broad limits, will occur in spite of public planning or the lack of it.

Public developments are quite different; the corporate city, within broad limits not entirely hedged by economic laws, can carry out a program based on *needs and reasonable objectives*. Forecasts of future public development cannot be predictions; they represent the decisions of the community on future goals.

For these reasons the sum total of things to come is presented on these pages from two points of view; changes that we predict, and changes that we can choose to plan. Here, briefly, are the main elements that are going to shape the City as we will know it in 1980. Later chapters will deal with some of them in greater detail.

Basic Services, such as water supply, sewage disposal, and street repair and maintenance, will use vast sums of money but will be provided at improved standards. Our partnership in Metropolitan Toronto has settled many of the old planning issues under this heading: water will flow, beach and harbour pollution will be tackled, and roads will be properly surfaced and well maintained.

There will be a fairly complete *road system*. The expressway system, as it is now planned, will consist of an outer circle for traffic by-passing the City completely, an inner circle surrounding the center, and radial expressways leading traffic to and from the core. The City's streets will be tied in to the Metropolitan network of expressways and Metropolitan roads; the streets that feed traffic to and from the expressways, or serve more local needs, will be improved and regulated for this purpose.

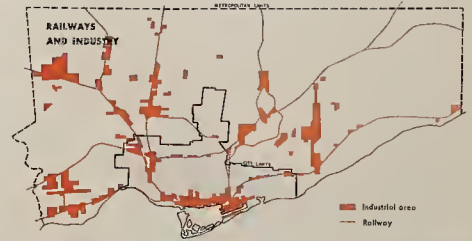
The *downtown area*, with its new office buildings straddling the area from University Avenue to Jarvis Street, and from Front Street to College, has lots of room for more buildings. The core will expand laterally, but not as much as many think it will; rather, the trend will be to fill in with new buildings where there are now parking lots or old buildings. The expansion of the downtown will thus be mainly an infilling, a building-upwards, mostly of offices. New buildings will increase total office space by 68 percent; retail stores will also increase, although to a smaller extent. Downtown parking will increase by at least 50 percent, that is, an additional 9,500 spaces, and much of this will be provided in multi-storey structures.

The expanded *subway system* will influence the location of business. Office and shopping *subcenters* will develop in favoured locations across the City, most often where good auto routes and transit routes come together.

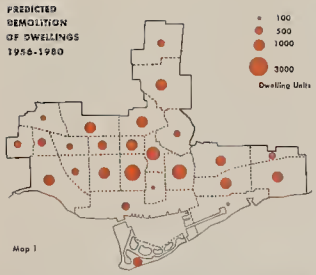
The *railway network* within the City will not change its pattern, but the function of the lines may change. As the railways develop new yards and lines in the outer ring of the metropolitan area, central trackage will be freed for commuter trains, piggy-back operations, and local freight service to industrial plants in the City.

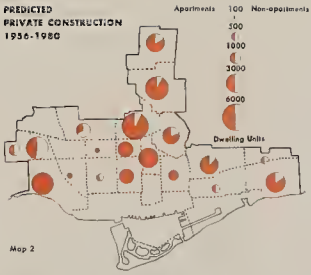
Toronto harbour, now an international port, will grow with the Metropolitan (and wider) region which it serves, even though other port facilities develop elsewhere on the lakeshore. New ship channels and docking basins will be

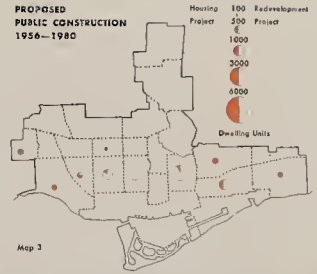
Metropolitan expressways and rapid transit: When completed, the expressway system will move auto traffic around the built-up city and between the outskirts and central core. The metropolitan rapid transit system, like the expressways, will offer quick passage between central areas and outlying residential districts.



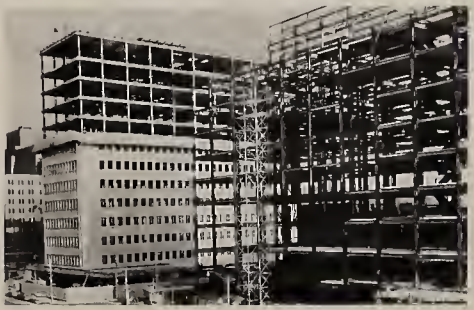
The railway system: New yards and trackage north of the metropolitan area will free rail facilities within the City for commuter trains, piggy-back operations, and service to industrial plants.





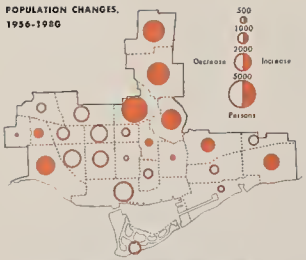


Forecast losses and gains in housing between 1956 and 1980: *Map 1:* Demolition of housing will occur throughout the City, as new housing, public works, schools, commercial and industrial expansion take over residential properties. *Map 2:* Private new construction, largely in the form of multiple units, will locate near the center of the City and farther out in especially favourable locations. *Map 3:* Public housing could become more important as slum clearance continues and the need for more low-rental accommodation in the City is recognized.



Downtown: Its face has changed dramatically over the past ten years. More changes are still to come.

The Harbour: Toronto is now an international port of call; its facilities for ocean shipping will be expanded.



Forecast population changes between 1956 and 1980: The City population will increase no more than 25,000 to a 1980 total of between 670,000 and 690,000 persons. Some districts will increase, but others will drop as houses are lost to public works, and as overcrowded living conditions improve.

The Telegram

made by extending the Eastern Harbour out into the lake by filling. In this area industries and warehouses relying on waterborne transportation, and new marine terminals, will be built.

Elsewhere in the City *industry* will expand. The amount of expansion will largely depend on whether there is a public policy to clear poor residential pockets from industrial areas. More and more the City's industries will be those serving downtown, those tied to the port, those having to distribute from downtown, those too big to move, and those infant industries unable to afford new suburban plants.

New housing will be built, mostly in multiple units on land where houses already stand. Perhaps 700 acres of residential land will be rebuilt, mostly at high densities. Large apartment developments will concentrate around the center of the City but they will also arise along main transportation lines and near commercial sub-centers.

The *population* of the City by 1980 will be no more than 670,000 to 690,000 persons, or at best 25,000 more than at present. There will be less residential land in the City because of the growth of business and industry and because of public improvements like the subway.

These changes will cause some loss of population; we also look forward to less crowding and less sharing of dwellings. Our resident population will be maintained in the face of the losses by *rebuilding at higher densities*. The average density at which people live in the City will go up from 77 to 90 persons per acre of residential land. This is a density increase of 17%, for a population increase of only 4 percent. And all the signs are that we will need more space per person in the future for recreation, for leisure and for all the trappings of modern society. Should we, therefore, strive for a greatly increased population? What would this mean in terms of pressure on the land, on parks, schools, and recreational facilities?

While the total City population is likely to increase slightly by 1980, certain parts of the City will gain or lose substantially. Not only will there be this redistribution but the *composition of the population* will also change. We are likely to have fewer people in families (2% less) and more people living alone or in shared bachelor apartments (100% more). The average household size will drop (from 4.1 to 3.5 persons). There will be more old persons than there are now. The population will contain a much higher proportion of new Canadians whose mother tongue is not English.

These future changes in the social and physical make-up of the City (not all of which can yet be measured) will have implications for most organizations operating within the City.

THE GROWTH
OF THE CITY

The City built outwards from the beginning of the 19th century to about 1940, when it was fully built up. Most of the houses built between 1890 and 1914 are still standing. Many will have to be used for another 20 years at least, raising the problem of keeping them in good condition.

The City by 1980

The changes from the present are not so obvious on this small map of dominant land uses, but as the tables in the *Facts and Figures* section show, a substantial transformation may take place over the next 20 years. The more notable features shown on the map are: The spread of uptown activities, the development of new business subcenters, the consolidation of industrial areas, the retention of most close-in residential areas, with major extensions to the system of parks and ravines and to the harbour lands.

There will be a demand for new and additional leisure-time, recreational and cultural facilities as the population and its tastes change; established institutions such as churches and clubs may have to revise their programs, relocate their premises.

Changes in the age and family composition in different parts of the City will bring changes in the size and location of schools. The separate school system will need to expand relatively more rapidly than the public school system. Public school authorities will carry on a long-term building program to replace old, worn-out buildings and change over to the tri-level (junior-senior-collegiate) school system. More playground space and playing fields will be needed.

For universities, colleges, technical schools, and adult education, more facilities will be required to meet the growing demands of the population. The University, despite its expansion, will have to be supplemented by new colleges, large and small.

The City will also change by the *aging of buildings*. It will age as it has grown—from the center out. Toronto is a young City and is only beginning to have an appreciable number of old buildings: from now on the numbers will increase and this will become a more and more important fact to be faced up to. At present the area surrounding the center is showing considerable signs of wear, the next band beyond is in good condition but no longer new, while the outer area is still quite new. Up to now our efforts at combatting the spreading band of worn-out buildings have concentrated on slum clearance near the center. But by 1980 the wide ring of housing that is now only in fair condition will, if neglected, become badly run down. Clearance alone cannot prevent this; clearance can only be used if an area is completely deteriorated. In the aging area, a program of constant improvement to maintain and improve the buildings, as well as the area as a whole, is necessary to avoid wholesale deterioration.

Out of these changes will come the new City, but how well will it function? Will the form of renewal now taking place—the unrelated, piecemeal construction of apartments, offices, commercial buildings and expressways—create a City that is efficient, handsome and pleasant? Will conflicts in the use of land and buildings, especially between old structures and new, be reduced to a minimum? Will the new City provide the space and opportunity for all those things that characterize a big city and overcome at least some of its present shortcomings?

When is a dwelling not a house? In the figures quoted in this publication, a dwelling is the living quarters of a self-contained household. We all know that in our City, a house often contains more than one dwelling. In these pages, a non-apartment dwelling may be a single house, a duplex or other small multiple building with up to five units, while an apartment is a building with six or more dwellings.

Why start with 1956? June, 1956, was the date of the last Dominion census, and the information yielded by it is often the most recent precise information available. These projections and future estimates start from this year and include everything that has already been built or demolished in the past three years.

These changes we expect to happen by 1980

37,000 new private apartment suites will be built, two for every one existing now.

6,000 new private family dwellings, not in apartments, will be built, adding only 4 percent more to what now exists.

22,000 dwellings will be demolished or converted to new uses.

1,300 acres of residences will be demolished, about one acre of every eight now existing.

150 acres of new commercial construction for office buildings, stores and service stations. This includes nearly 50 acres of new parking lots and structures which will provide space for 9,500 more automobiles downtown and a further 9,000 elsewhere in the City.

In the downtown area alone, 10 million square feet of new office space, increasing the existing stock by about 70 percent.

About 74,000 new jobs in the City, a 17 percent increase, but the City population will remain nearly constant—no more than 25,000 persons or 4 percent more than at present.

More than half of the City's dwellings will be over 50 years old. 85 percent of the houses now in use will still be occupied in 1980. Many houses may have to stand until they are 100 years old, because, for financial and other reasons, it will not be possible to replace houses at a greater rate.

These changes we may choose to plan for

Clearing by public action at least 100 acres of worn-out housing and constructing on these sites about 5,100 low-rental dwellings. Providing, in addition, some 2,400 units of public housing on other sites in the City.

Increasing parkland by at least 300 acres, and acquiring some 2,400 dwellings for this reason.

Adding to the expressway network about 25 more miles within the City. This may mean the demolition of 1,000 to 4,000 dwellings.

Helping existing industry, and clearing out slums at the same time, by removing up to 800 worn-out dwellings from these areas and using the land to make industry more efficient.

Putting more heart into the center of the City, by building an outstanding Civic Square; making it easier for the pedestrian to move around downtown; improving traffic flow; locating more parking in the right places; and encouraging a more even spread of new building construction across downtown in forms that have more light, air and flexibility in design.

Relieving our overcrowded school grounds by adding about 90 acres of land. This may cause the demolition of some 1,600 units of housing.

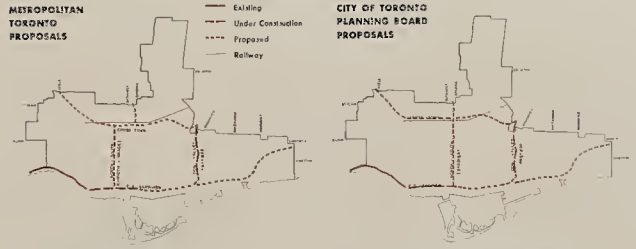
Creating up to 1,200 acres of new land for parks, industry and ocean-port facilities by filling-in along the lakeshore.

The city on the move

The City moves in many ways — by train, bus, boat and aircraft, by subway, car, and truck. Keeping the City on the move is a difficult and expensive job.

Traffic moves fast and easily in Toronto, in comparison with most large cities. The cost of achieving this has been great. Now we must choose between spending more on traffic or spending for parks, redevelopment, and other needs.

ALTERNATIVE EXPRESSWAY SYSTEMS



The City Planning Board is concerned about some features of the expressway system proposed by Metropolitan Toronto. A better alternative might be to put the north-south link on Spadina, instead of farther west. It would then connect directly with the Spadina Extension. Again, the Crosstown Expressway could be routed north of the railway through industrial districts rather than south of it through residential areas.

Keeping the City on the move is a most difficult and expensive job. This is because the City as a concentration of human beings, moves in so many ways – by subway, by car, by truck, on foot; by train, bus, boat and aircraft – and for so many different purposes – to work, home, school; to factory, store, stadium or cottage – and at so many different times and seasons.

Keeping the City moving is the responsibility of many agencies, some publicly, some privately run. The job of anticipating these needs and planning for them, insofar as they are of metropolitan importance, is the responsibility of the Metropolitan Toronto Planning Board. The City Planning Board, on the other hand, assists in planning for local needs within the City and is concerned to see that Metro plans work well for the City.

Nearly all of the important issues on traffic and transportation can be summed up as one big question – how single-minded can we afford to be about meeting transportation needs?

No one, until recently, has questioned the assumption that the only thing to do was to get vehicles moving, to eliminate the low-gear crawl. This single-minded approach has brought results; it *has* got traffic moving, and moving speedily and easily, in comparison with most North American cities. Certainly Toronto's worst so-called jam wouldn't make the average Montreal motorist blink an eye.

All this improvement has cost the City a great deal. If it were only a question of City dollars, both in direct spending and as a share of the Metro budget, the problems of further improvement would be simple. But there have been and will be other costs; the cost of putting off spending on other needs, like parks and redevelopment; the costs of using pleasant residential streets for rush-hour short-cuts, of losing scarce open space, and of demolishing acres of housing.

Up to now, because of the urgency of traffic demands, we have not often seen that there *is* a choice involved, between the expressways or parks, between speeding traffic or pleasant shopping, between the motorist's five minutes saved or millions of dollars made available for other urgent needs. This does not mean we should stop making improvements in anticipation of the greatly increased traffic needs of the future. Perhaps it means, though, that we should decide whether each improvement will be worth everything it will cost us. Perhaps it means spending *more* dollars on some highway improvements so the cost or loss to the City will be less in other ways. Can we keep *all* the City's needs in mind when we decide what to do about traffic problems?

Plans for the City's circulation system will include not only new facilities, but the improvement and co-ordination of existing ones. Some of the questions in this field fall outside the City's scope. But we want to be sure they are asked, because in one way or another the City will share the eventual costs: Should we spend less on expressways and more on public rapid transit? Would it pay us to subsidize the railways to provide commuter services to areas where expressways would otherwise be needed?

Other questions of co-ordination and organization involve the City directly. If, for example, a high capacity expressway seems likely to discharge rush hour traffic head-on into ordinary City streets, we must see that the streets can handle the traffic or else find ways to build the expressway differently. Again, opportunities exist to get more efficient use of some main arteries by making relatively inexpensive improvements, like jog eliminations or partial grade separations, at certain key points. We need, in short, not just an expressway system, or a rapid transit system, but a roads and transportation system in which every kind of movement and every class of street plays its proper part.

EXPRESSWAYS

Expressways may be the answer to a suburbanite's prayer but they are a mixed blessing for the central areas where they involve such drastic surgery. We have to be sure they are needed and that they do their proper job. For the City, the expressway system should do these things:

- Relieve existing surface streets of traffic loads which now disrupt residential districts and commercial centers.
- Bring traffic as close as possible to its destinations, keeping to a minimum the number and length of streets that have to be maintained to carry busy traffic to and from the expressways.
- Feed business and commuter traffic as directly to parking areas as possible. These should be within walking distance or a short public transit journey of the driver's destination.
- Meet the needs of truck traffic, not only for long journeys but also for the high proportion of short trips that trucks make between points in the concentrated industrial and commercial areas of the City.
- Give good service to the harbour.
- Keep intact as much as possible, rather than split, residential neighbourhoods, large areas of open space, and commercial centers.

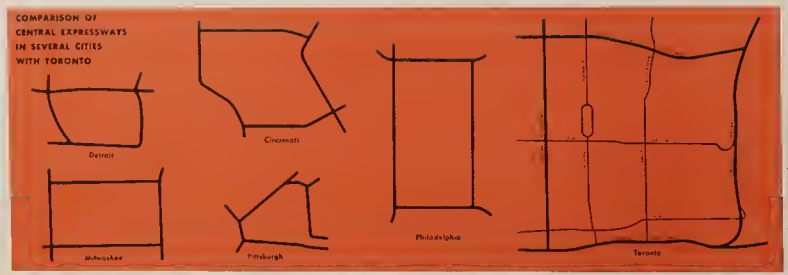
Expressways in the City have to be designed to move a lot of traffic at moderate speeds, to keep traffic moving steadily while many cars enter and leave. Also, so that we can use our limited capital funds to best advantage in the most flexible way, we should have an expressway system that we can build progressively, and which always works as a system. Where, with relatively minor improvements, existing streets could be used instead of expressways, we should use them and put off as long as possible the expense of expressway construction.

The tentative plan for expressways prepared by Metropolitan authorities is shown on page 13. This plan is not yet official and there are some alternative possibilities. Because these alternatives may meet the City's needs better, they deserve study. These are some of the questions we would ask about the expressway system —

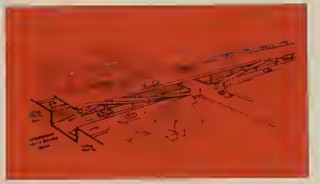
Is the inner circle of expressways too far away from the City's central core? When we compare the planned expressways of several similar American cities with the Toronto plan, it is evident that all create a much tighter circle around the core. Perhaps some of them are too tight, but in Toronto, the areas between the expressways and the parking facilities near the center would be subject to heavy traffic movements every day.

On the east side of the expressway loop, the Don Valley Parkway gives good service to harbour and industry, but relatively long surface routes must be developed to feed traffic to downtown destinations. How can these connections be improved?

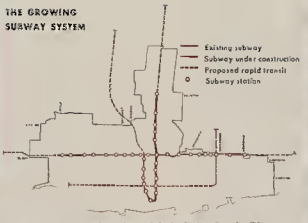
On the north side of the loop the Crosstown Expressway may be too far north to serve central destinations well. It is difficult to see any possibility of aligning it more to the south. Would it be better to route it alongside the industrial belt and railway? It may be possible to find a route there which would operate satisfactorily, at slightly lower speeds, instead of one cut ruthlessly through residential areas.



These expressway 'rings' are designed to serve the central areas of their cities. They are shown here all at the same scale to illustrate how large an area lies within the Toronto ring as it is now proposed. How well will the Toronto loop serve the downtown area?



Spadina below Bloor Street might be developed to serve as part of the expressway system. It has these advantages over the Metro alternative: minimum disturbance to adjoining areas; possibility of gradual extension of the expressway as the need arises instead of a single heavy expenditure; expressway traffic carried closer to downtown destinations.



Some of the transit lines that might be built after the Bloor Subway is completed are shown here. To make the most of this investment we need to plan associated development carefully.

How many commuter parking lots do we need, where should they be located, and who will provide them?

On the west side of the loop, the North-South Expressway near Christie and Grace Streets is too far west to serve downtown well. Would an alignment on Spadina Avenue be more satisfactory? Perhaps the North-South Expressway could best be built on Spadina Avenue as an extension of the Spadina Expressway, making direct connection with the Gardiner Expressway on the lakeshore. This would take the place of the proposed alignment near Christie and Grace Streets, which would have to be constructed throughout its length as an expressway before it could be used at all, and which would run through an almost totally residential area. From the City viewpoint, Spadina Avenue appears to be the preferable route. It is ideally located to serve downtown. Because it is already so wide below Bloor Street, it might remain a surface road for years, even after major widening of Spadina north of Bloor is carried out. South of Bloor Street, the surface route could eventually be supplemented by elevated and depressed expressway lanes.

Farther west, a good highway is needed to serve the Junction and south-western industrial belt. Traffic from these districts needs efficient access to the expressway system, but this appears to call, not for another expressway but for a good surface road parallel to the railways. It would connect the Crosstown Expressway in the north with the Gardiner Expressway.

On the south side of the Central expressway loop, the Gardiner Expressway and Fleet Street will, together, be able to carry more traffic than can be absorbed into existing downtown streets and parking areas. The section of the expressway from the Exhibition grounds to the Don River has not only an elevated expressway of six lanes but also eight lanes at ground level on a widened Fleet Street. However, it seems unlikely that traffic in the next decade will approach this capacity, and in any event, this much traffic could not be absorbed downtown if it did materialize. Could the immediate improvement of Fleet Street alone to the proposed standards handle all the traffic anticipated? Could not the elevated expressway be added later when needed?

These questions about expressways are intended to demonstrate that there are alternative possibilities to the proposed expressway system. Would they be better for the City? Before we build, we should be sure that what we will get is worth everything that the system will cost, not only in dollars but in other ways.

PLANNING FOR THE SUBWAY

Rapid transit lines, like expressways, form a system in themselves but also become a part of the whole transportation plan. The issues of how and where the east-west subway should be located have been settled. The Bloor-University subway is being built and its construction is planned for a ten-year period. Beyond that, possible next phases of the subway construction may include a route along the Spadina Expressway, an 'L' shaped Queen Street subway, and the extension of the Bloor Line. Part of this program could be under way by 1980. Each phase would affect the City by removing housing, by stimulating some new development and by making revisions to the capital works program necessary. The Queen Street line, particularly, would help the City by improving circulation downtown.

The expressway and subway systems are quite different but will still compete with one another in carrying people into the central area. Is it possible to make the systems complementary? It would be good if many of the motorists who come in by the expressways could be persuaded to transfer to the subways before entering the city center. This would relieve congestion in the center and ease the problem of providing parking on expensive downtown land. We can try to achieve this by providing large and reasonably-priced parking lots at points where expressway and subway meet. How many commuter parking lots do we need, and who should provide them? Would the advantages of commuter lots, by avoiding severe congestion in the city center, justify some loss on commuter parking operations?

The subway construction program will affect a lot of dwellings, but not nearly so many as an equivalent mileage of expressway. About 400 dwellings on over 20 acres will be demolished on account of the Bloor-University subway. The commuter parking lots needed to make the subway an efficient part of the overall transportation system may require more land and buildings than the subway itself. However, the subway lands can sometimes play a dual role, for the need for local commercial and residential parking space in the districts along Bloor and Danforth can be relieved by using sections of the covered subway for this purpose.

Many existing streets were never intended for the heavy traffic they now carry, and others suffer from an overdose of parking as a result of the growth of nearby commercial centers.

Minor local streets and high-capacity expressways are the two extremes on the spectrum of street types that serve the City. The development of a road system in which each street is assigned its proper function is a sound beginning in planning road improvements.

CITY STREETS

If we are concerned about the effects of expressways and subways on the City, we are just as concerned over the proper use of our existing streets. These, too, need to be fitted into and made part of the overall plan. What are some of the problems of existing streets, that the plan might try to solve?

- Heavy traffic is using existing streets in ways for which they were not intended. Those residential streets in the path of the daily rush to and from the city center are suffering most. Others are suffering from an overdose of non-residential parking. All this, if not halted, could lead to the deterioration of some good housing districts
- Throughout the City there is a chronic conflict between automobile traffic and commercial areas. The result is a loss of efficiency for both. To help reduce the conflict, we will need off-street parking, road diversions and reorganization of the shopping areas.
- In recent years, changes to the truck routes in the City have been prompted by complaints of residents living on truck routes, but it should not be forgotten that the system must also meet the needs of City industries and businesses.

We shall not get very far if we tackle these problems, and others like them, only as individual problems on particular streets. Before deciding what needs to be done in a particular case, we must see how that street or junction fits into the road system, as part of the comprehensive plan.

THE ROAD SYSTEM IDEA

The kind of road system needed for the whole City is illustrated here by a possible road system for the central area within the expressway loop. The system follows these principles—

- It is based on the present rectangular layout of city streets. There are no new radiating boulevards as earlier plans for the City proposed.
- There are a series of precincts, bounded by traffic streets. Within each precinct, pedestrians and local service traffic get priority.
- The streets are graded into classes according to the function they perform.

The function a street performs within the road system should determine the standards to which it is designed and built. For clarity, streets are divided into four classes: Class I, expressways; Class II, major connections to the expressways; Class III, distributors; and Class IV, local service roads. One-way streets will be used extensively, and may also be classed according to their traffic function.

Classifying the streets in this way makes it possible to design improvements for a street or an intersection with a knowledge of how they will fit into the whole system. Knowing the intended importance and function of a street also permits us to judge how it affects and will be affected by any proposed building or development. A good zoning plan can hardly be developed without knowing the road system with which it must work.

OTHER TRANSPORTATION PROBLEMS

There is so much to a transportation plan that there hasn't been space for more than a bare outline of some of its main elements. Some of the questions not yet touched upon, and which require elaboration, are these:—

- TRANSIT SYSTEM: How will the rearrangement of car and bus lines serving the new subways affect our streets? Will there be more room, or less, for private vehicles?
- INDUSTRIAL ARTERIES: What roads can best be developed to connect the industrial districts of the Junction and west end with the expressways?

A possible road system for the central City: Within the inner expressway ring (shown as Class I roads), Class II roads are improved to carry traffic from the expressway through the central area to downtown destinations but avoid disrupting residential and other districts. Class III roads are not intended to carry through traffic in any volume, and Class IV roads (not shown) serve local purposes only. The main point is that roads must be planned *as a system* if they are to carry traffic efficiently and still protect a district from the deteriorating effects of heavy traffic.

Can we provide better service to the Islands and still keep cars off them? The largest park in the City and the busy Island Airport depend on good ferry service.

■ TORONTO ISLANDS: The largest park within the City's boundaries and one of the ten busiest airports in Canada depend solely on ferries and water taxis for their contact with the mainland. What improvements to transportation can provide better service all year round and still keep cars off the Islands?

SUMMARY

Many of the broad decisions about how people will move to, from and around the City have already been made. But there are still fundamental questions to be asked that are of particular concern to the City: Are such large expenditures on transportation improvements still acceptable if it means the City must put off improvements in other fields? It is possible to design expressways which can be built gradually as traffic increases, so as to avoid making the entire expenditure at once? In our efforts to move people more efficiently, should we not be equally concerned that the living and working areas in the City benefit rather than suffer as a consequence? Is it not advisable to plan all methods of transportation as parts of a single system so they complement each other as much as possible rather than compete or conflict?

Downtown – the symbol of the city

The Toronto Star

Toronto Board of Trade

Downtown is the symbol of the City, a meeting place: People come together here to work, shop, celebrate, see famous people, and just to join the crowds.

Downtown is the center of Toronto, a grand collection of inter-related meeting places, a place of contrasts and extremes where many of the big things and a little of everything in the City occurs.

Downtown thrives as long as it offers concentration, convenience and accessibility. It must have concentration of buildings so that a large number of organizations can be close to the center of things and to each other. It must offer convenience to businessmen who meet to do business, to wholesalers who deliver orders to retailers, to shoppers who compare products and prices at different stores. It must be accessible from every part of the metropolis. Should downtown lose these qualities, it would become less satisfactory and its vitality as the essential heart of Toronto would be threatened.

Over the years, the downtown area has separated out into specialized parts, each with its own dominant use, characteristic appearance and typical inhabitant. There are, in fact, several different downtown districts:

- The retail area of shops, theatres and nightclubs centering on Yonge and Queen, and stretching up to College;
- The office district dominating the Bay-King-Yonge intersections;
- The Civic area, centering on the City Hall at Queen and Bay, where soon the Civic Square with its dramatic new City Hall, will offer the City a new outdoor meeting place;
- The areas of public buildings – the hospitals, Ryerson Institute, the Provincial buildings and Osgoode Hall;
- The hotels, centering in spots convenient both to the railroad or bus depots and to head offices, stores and entertainments.

These groupings make downtown a unique concentration of specialized activities. This is the symbol of the City, the face of Toronto that is best known to the world at large.

Downtown is always changing. Old buildings are replaced by new. Businesses move out and new ones move in, according to economic demand and popular taste. The centers of shopping and business shift from one block or intersection to another. New ways of transportation, com-

munication, and building construction change the way downtown Toronto looks and works.

In the next twenty years we expect to see further substantial changes: Offices will increase in total floor space from 14,230,000 square feet to something around 24,000,000 square feet as Toronto grows as a major financial and commercial center. There may be some office development east of Yonge Street, while on the other side of downtown, from Bay Street to University Avenue between Queen and King, office buildings will fill in some of the gaps in the area.

Yonge Street retail stores will modernize and include more specialty shops. There will be some new store space built downtown – good stores will occupy the ground floor of a new building on the south side of the Civic Square – but there is not likely to be a substantial increase in retail selling space. Perhaps the total will be 5,250,000 square feet compared with the present 4,680,000. Even so, the dollar value of downtown retail sales may well go up more than this floor space increase suggests.

Entertainment places and restaurants attracting a metropolitan-wide clientele will increase in number. They will scatter throughout downtown, except in the heart of the office core. The O'Keefe Centre and the Royal York Hotel's expanded convention facilities should encourage new night clubs and specialized restaurants in the blocks between the Royal York and St. Lawrence Market. Despite this, Yonge Street will still remain the glittering showplace of the City's night life.

The new City Hall and Square will spark redevelopment of the south side of Queen Street. This will probably transform the Bay Street properties to the east, and the area immediately north of the Square. The dominant feature of this whole revitalized center will be the new City Hall.

Parking spaces needed downtown will increase in line with car registrations, expressway capacities, and new office space construction. There are now about 18,000 spaces, mostly in surface lots; 9,500 to 11,000 more will have to be found by 1980.

Some of our present industrial and warehousing operations will move away from the downtown area. Most

This is how the new Civic Square may look. It will spark the redevelopment of land on all its sides, and become a focal point for civic pride and interest.

Existing development in downtown: Similar and related activities tend to group together. There is no single downtown center, but rather several centers – of shopping, of business, of entertainment, of government.

Downtown has outgrown its street system: increasing numbers of pedestrians and autos fight for supremacy.

downtown residential land has already been taken over for office developments, parking and commercial uses. Unless conditions are changed to make downtown living more appealing and more attractive to developers as a place for high-density, luxury class apartments, the abandonment of downtown as a place to live will be nearly complete by 1980.

Even with all these changes, there will not be much expansion of the essential downtown core beyond its present bounds. This is because downtown activities tend to concentrate and because, within the present limits, substantial areas offer room for expansion.

All these changes mean a healthy expansion of downtown as the center of a metropolis that will double in size. But because of the great volume and complexity of downtown activities, we must understand the main deficiencies and shortcomings that our downtown area has, and recognize that we must plan, now, if it is to become a worthy and vital center for three million people.

OUR DOWNTOWN PROBLEMS

Basically, downtown consists of people, vehicles and buildings. None of these function at their best because the downtown area's out of date qualities diminish its efficiency and attractiveness to the man in the street, the driver, and the people in shops, offices, and buildings. This happens, essentially, because of poor street layout, awkward building plots, and overzoning.

Toronto's downtown streets were laid out about 1800. No matter what efforts are made to improve their efficiency, they are, in principle and in overall layout, unsuited to modern types and volumes of downtown traffic. The street system cannot handle rush-hour volumes efficiently. Auto traffic cannot sort itself out and so conflicts with itself. On some corners, there are more people than the sidewalks can handle, so pedestrian and auto compete for right of movement. The result is congestion, waste of time, air pollution, and, in the minds of some, a notion that downtown is a good place to stay away from. The future, with increased office developments, more downtown workers, and even more automobiles, could be worse.

Like the streets, most downtown lots are the same size, shape, and area as laid out generations ago for residential use. On these archaic plots modern office buildings stand, raising up perhaps fifty times more floor space than was originally planned for the lot. This form of road and lot layout leaves little room for open space and light around buildings. Few interesting variations in design and siting of a building can occur. We have tall canyons of office walls that rarely permit even a good view of the buildings.

Then there is the problem of overzoning. On average, the floor space of downtown buildings is two and one half times the area of the lots on which they stand.

If the forecast of office expansion is fully realized this ratio will increase to four-to-one. Yet the present Zoning By-law permits buildings with a floor space up to twelve times the area of the lot. Under this zoning, the result has been – and will continue to be – that a few sites are built

Tall canyons of office walls rarely permit even a good view of the buildings. Little room is left for open space and light, either for the people in them or the people on the street.

up to the twelve-to-one maximum and others are left undeveloped. For downtown, this means expensive congestion in a few locations, obsolescence elsewhere, and harm to the appearance of the whole area.

TREATING THE PROBLEM

The problems of downtown multiply with the numbers of its workers and places of work. Solutions become increasingly expensive, and so it becomes all the more important to know what effect the solution of one problem will have on the other features of the downtown area. This is possible if we have a comprehensive planning program, one that takes account of all aspects of growth and change in the downtown area.

The central expressway system, for example, raises at least three questions about downtown development: What are the proper locations for downtown car parks? What changes must be made to the street system within the expressway loop? What is the best land use pattern for the area within the loop? We could simply let these questions work themselves out, but in later years we may find that the advantages gained so expensively with the expressway system have been lost because we did not solve all the related problems in the original plan.

Comprehensive planning of downtown areas is not new or untried: Chicago, Philadelphia, Cincinnati and Detroit have been most aggressive in solving their problems in this way. But the comprehensive approach is not easy. It requires the coordination and often the adjustment of individual programs carried on by separate agencies, each of which may have only one goal to pursue, one problem to try to overcome.

PRINCIPLES AND PROPOSALS

Some of the principles that should guide the development of downtown for the next twenty years have already been accepted in Toronto. We recognize that rapid transit is essential in the modern city and have decided that, because surface routes conflict with other forms of transportation, the system must be underground. We recognize that it is almost equally important to give the automobile an unencumbered route between the outskirts and city center. To these accepted principles we might add others: automobile and truck traffic within downtown (as compared with traffic around and to and from it) must be reduced to a minimum. There must be room for pedestrians to move about unhindered. There must be parking for an increasing number of vehicles. Downtown buildings must have enough space to get adequate air and light, and enough space for people to walk around. How can we apply these general propositions in downtown Toronto?

HOW CAN WE HELP SEPARATE PEOPLE FROM CARS AND MAKE DOWNTOWN MORE ACCESSIBLE TO TRAFFIC FEEDING TO IT FROM THE EXPRESSWAYS?

- We can have an east-west system of one-way streets. These will provide much convenience at little cost.
- We can divert potential through traffic to a distributor road around downtown. This distributor could rein-

COMPARISON OF LOT-BY-LOT WITH WHOLE BLOCK DEVELOPMENT

The evolution of downtown lots. *Fig. 1:* When the City was young, the land was built up with 2 and 3 storey buildings, often houses, on small lots. *Fig. 2:* As tall office buildings replace the houses, the small lots obstruct large scale development. Building on the block is higgeldy-piggeldy: light and air is cut off, lanes are inadequate, parking is poor, pedestrian movement is cramped. *Fig. 3:* If the block is planned as a whole these faults can be overcome and still the same amount of floor space can be created as is now possible.

Architectural Forum

Detroit provides quick and easy auto access from the outskirts to its downtown area. Toronto also recognises this need to make downtown readily accessible. But this means we must introduce more parking near the main destinations.

Bill Engdahl, Hedrich-Blessing

The Fort Dearborn office project in Chicago shows how a valuable site can be intensively developed and still provide space for people to relax and be free from traffic.

Parking downtown: The plan for downtown will aim to keep auto traffic within the core at a minimum. If parking facilities are located around the edge of downtown, most daily traffic need use only the main roads around the center. These parking areas or garages will be but a short walk from anyone's downtown destination.

force our downtown boundaries; it could run along Front Street, University Avenue, College and Jarvis Streets, the latter two being improved as much as possible to carry a heavier load.

- We can put the downtown parking facilities in the right places. If we want a minimum amount of traffic movement within downtown, then the major parking areas should be located around its edges. This also means being careful not to let too many more parking lots go into the middle of downtown.

HOW CAN WE MAKE ROOM FOR PEDESTRIANS TO MOVE UNHINDERED?

The human being is still the most important part of downtown, whatever your viewpoint. Streets are there to move people, not just cars. The motorist must get out and walk before he can do business or go shopping. We can help give the pedestrian his rightful place by keeping traffic within downtown to a minimum, in the several ways already discussed. But the pedestrian not only wants to move along blocks but through them and across streets to other blocks. Already people have found some walkways of their own; they go through stores, across parking lots and through alleyways between buildings.

- We can encourage this by planning a system of pedestrian ways throughout downtown where the man on foot is free to move with ease and leisure.
- We can think about the future use of some streets, or parts of streets, exclusively for the pedestrian. If this were possible, it would give him more opportunity to shop freely, more convenient access to offices, and easy ways to move between hotels, entertainment and restaurants.

HOW CAN WE GET AIR AND LIGHT AND SPACE AROUND DOWNTOWN BUILDINGS?

Office buildings are so high that adequate air and light is cut off if they are too close together, and the amount of space on the ground for people to move about is severely limited. Small piece-meal development rarely gives—or even has the chance to provide—any of the points of interest, eye-stoppers, or features with human appeal that make downtown unique and attractive. How can we solve this problem?

We can give private developers the opportunity to carry out large scale development, and to produce a much more efficient, functional, and attractive form of building than

we are now achieving on a lot-by-lot basis. Does this mean public land assembly? Possibly but not necessarily: large scale development is happening in other cities both with and without public assistance. In parts of downtown Toronto there are unusually large blocks of land; up to now the centers of these blocks have lain unused because many older buildings did not extend far back from the streets. Now, however, when we need large sites for efficient building, the interiors of these blocks can be put to good use, and walkways through them can help make them attractive for development.

WHAT CAN WE DO ABOUT OVER-ZONING?

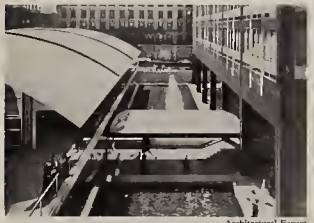
We can base our zoning on a careful assessment of the future demand for floor space in the whole downtown area, and set realistic limits on the total floor space to be built on any one property. This does not mean that there would be equal restrictions everywhere; there would be focal points still. But a realistic set of limits should prevent highly concentrated development on a few intersections and thereby avoid the further serious build-up of congestion around them. Realistic limits would promote a general build-up of the whole downtown area.

The zoning by-law might also distinguish between different kinds of downtown uses. More specific zoning could help in the natural grouping of activities, and make it possible to plan the needs of each group more effectively than is possible under the blanket provisions of the present by-law. This, together with more realistic restrictions on the size of buildings would give more properties a chance at redevelopment, thus helping solve the problem of aging downtown buildings. We could also introduce in the zoning by-law much more accurate methods of estimating the light, air and pedestrian circulation space needed around a large building. Our present system of rigid set-backs gives us stereotyped buildings and offers no opportunity to weigh the merits of a particular design for a particular site.

SUMMARY

These pages have described some of the things that are likely to happen to our downtown, and some of the things we could do about its problems. Downtown will change more, proportionately, than anywhere else in the City. The change that takes place there will be more concentrated and more important to the City than change anywhere else. The manner in which that change is handled, the ways in which it comes, will determine whether Toronto is by 1980 a great City, or just a big one. That is why it is so important to plan well for what will happen—and what we choose to happen—to the vital center of the Metropolis, the symbol of the City.

Lever House in New York is an example of a well planned site. It is not just a tall building: it also has a ground floor promenade, and on an upper terrace there are gardens to please the eye and to set off the towering office block.



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Mile High Center in Denver: This is a whole block development, assembled and built by private enterprise. It achieves grandeur, beauty and interesting features, and is still a financial success. Lot-by-lot development rarely achieves all of these qualities at once.

Accessibility within downtown can be improved if the pedestrian is able to move freely. Pedestrian ways through street blocks or pedestrian streets can help this movement, and in addition they will help open up the centers of large blocks, making them attractive for development.

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Every city can envy Venice for its St. Mark's square. Toronto will have its own civic square before long, but private development could also well include small open spaces.

Living in the city

The City's dwelling places are many and varied; towering apartments, rows of solid homes, flats over stores . . .

On a hot evening a little girl peers out of the window of a third-floor flat onto a noisy downtown street; high in a towering apartment, a young man gazes over the tree-roofed streets of quiet homes; in an old brick house, two mothers bicker over their rights to a shared kitchen; nearby, an old man, suitcase in hand, pauses before a window bearing the sign 'Rooms for Rent'. Scenes like these are the reality behind the impersonal statistics on the City's dwelling places. The six hundred thousand who live in the City live, not only in standard five-room houses, but also in mansions and slums, in rooms behind stores and in penthouses, in shacks down alleys and in garden courts, in rooming houses, hospitals and jails.

People live in the City for many reasons. Some have always lived here, some like the convenience, some prefer the anonymity and comfort of apartment life, some seek the refuge of skid-row, some want to be near others of their own language, some are saving for that bungalow in Applecrest Heights.

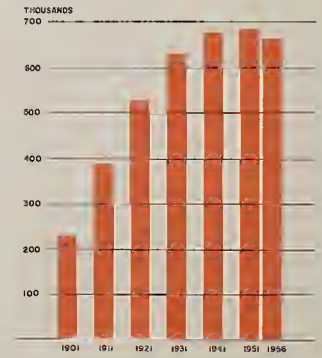
The City's residential districts are many and varied, but whatever its kind, each neighborhood is more than a collection of dwelling places. Each has its parks, schools, community services, churches and shops, and it is the measure of these, plus the quality of its dwellings, trees and gardens and the make-up of its inhabitants, which gives each district a character of its own. Recognizing this, the Planning Board has divided the City into 25 planning districts in order to study each one separately and to be able to understand its problems and needs. A start has been made, but it will take some years of study to prepare an individual plan for each district. In the meantime the Planning Board is studying the elements common to every local community in the City. This section tells something about the changing City as a place to live: the resident population, the housing stock and its future, redevelopment and public housing, local shopping, schools and parking.

OUR CHANGING POPULATION

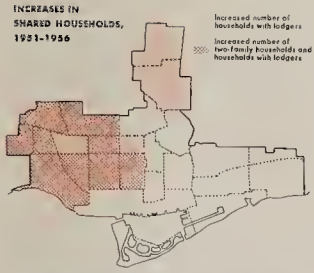
A rising population, for a built-up city like Toronto, is not always a healthy sign. The City reached its population peak in 1946 when there were nearly 700,000 people living in the most crowded conditions Toronto has known; this was at the end of a fifteen year period in which there was very little building. Today, an almost sure sign of worsening conditions would be a rapid increase in City population. Here are some notable things about Toronto's population:

- Family size is small compared with Metropolitan Toronto as a whole and with national averages, but it has been increasing in recent years.
- In comparison with the rest of the country, there are few families with children. But again, the number of families with children has been increasing and so has the number of children, even though there has been a drop in the total number of families living in the City.
- The average size of Toronto households is remarkably high in comparison with the average family size. The difference between the two means that a large number of families share accommodation or else take in a roomer or two. In this respect, Toronto is worse off than other Canadian cities. However, the number of households taking in only one lodger has decreased in recent years. Average household size has gone down too, partly because there is less sharing than formerly and partly because the average is influenced by the many small units in new apartment buildings.
- There are more old people and more single young adults in the City than in most other places. Because of this there are a large number of households consisting of single and unrelated persons and in which there is no family at all. There are also many people living in transient accommodation—the floating population.
- While the City as a whole shows a trend to improvement, conditions are not improving everywhere. Note, for example, the map showing districts in which the

CITY POPULATION



The population living in the City increased during the first 40 years of this century as additional housing was built. During the war the population still increased as more people crowded into the houses. Since then the City population has dropped slightly in spite of the many apartments that have been built. This is because overcrowding of older housing is being reduced. New building, demolition, and improvement of crowded conditions will probably balance each other in the future, so that we will not see much increase in the population.



Between 1951 and 1956 the City as a whole showed a decrease in overcrowded conditions, but this was not true for all parts of the City. In the west end, the number of households shared by two families increased, and so did the number of households with lodgers.

number of two-family households has increased. These occur mostly west of Spadina Avenue and seem linked with immigrant settlement. There are different trends in the north and east ends of the City. In the north there has been a decrease in family size and number of children, due to the aging of the residents who moved into the area when it was first developed a few decades ago.

There are many signs that overcrowding is being lessened, but these trends have still a long way to go to achieve a level of sharing and rooming that we would consider reasonable. For this reason a rapidly increasing City population at this time would not be a good sign. Overcrowding is reduced by losing population from existing housing; this population loss, plus the loss of those whose housing must be removed for needed improvements like expressways, schools and parks will balance the increased population in new dwellings. What are some of the implications of these trends as they continue or change in the future?

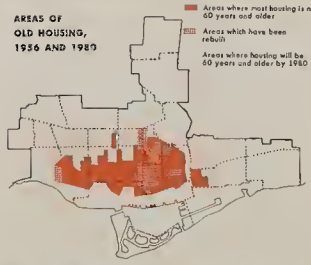
- Because the population is itself so rapidly changing, neighbourhoods will tend to be unstable without the added dislocations of major works, intensive private developments and other disrupting physical improvements.
- Moreover, some areas are declining due to anticipation or fear of change, change that may never take place. This can only be overcome by a dependable plan for future development.
- In the future, good residential planning will have to be aware of the diversity of types of people living in the City, and sensitive to the social effects of physical change on neighbourhoods.
- As Metro Toronto grows, the natural tendency will be for larger numbers of the poor and unfortunate and the floating element of the Metropolitan population to concentrate in the City. They cannot and should not be planned out of existence or even out of town. Rather their needs and natural habitat in the city must be recognized.

THE HOUSING STOCK

This City has virtually no new land for housing. In the period between 1910 and 1930 builders filled nearly all the vacant land in the City in the process of constructing about 80,000 houses, 70 percent of all the houses in the City today. Since the last war, the metropolitan housing need has been tackled by building miles of low-density housing in the suburbs. In the City new housing has taken the form of high-density apartments on underused land, and conversion of large houses into flats and apartments. Over the same period, houses have been lost as residential land was turned to non-residential purposes.

A forecast of what will happen to City housing between now and 1980 shows a continuation of these trends:

- It will be necessary to improve the City by constructing new parks, schools, expressways and subways. Depending on public policy, these may involve the clearance of some 5,900 dwellings on up to 470 acres of residential land.
- Industrial and commercial expansion must be foreseen. This could involve another 200 acres of residential land.
- The continued construction of apartments will take about 350 additional acres.
- The total effect of all foreseeable changes will be to remove between 14 and 17 percent of the existing City



The age of housing in the City: The closer you go to the center of town, the older the housing is. The solid colored area shown above represents housing which is now predominantly 60 years old or older. By 1980 housing in the lightly shaded area, will be mostly 60 years old or more. These districts will need careful maintenance to stay in good condition.

Since the war many new dwellings have been built in the City, some in blocks, some in taller buildings, some in triplexes. All offer just about the same type of accomodation and outlook. Isn't there a need for a wider choice?

housing, now containing from 22,000 to 26,000 households, on some 1300 to 1600 acres of land. Only about half of this land will be rebuilt for housing, the remainder going to non-residential uses. Nearly all new housing will be designed for small households. The conversion of old large houses will produce similar small housing units.

The fact that our housing is getting old will be the most critical problem during the next twenty years. Even with the substantial replacement predicted, 85 percent of all dwellings now in the City will still be in use in 1980. By that time 42 percent of the City's total housing will be more than 60 years old. Compare this with today, when only 17 percent of the housing is more than 60 years old. From this, we may assume that many of the City's dwellings will need considerable renovation if they are to continue to offer good housing beyond 1980.

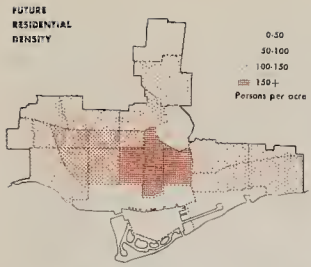
The cost of replacing so much old housing, either publicly or privately, will be high, probably prohibitive; nor can we expect private residential building to replace the oldest and worst housing, since private developers usually look for sites in the most attractive surroundings. Therefore, because good housing is probably the City's most valuable stock-in-trade, it will become increasingly important to safeguard the quality of existing housing over wide areas of the City. Should not public policy to achieve this be one of the important elements in our plan for the future?

The need will be not simply for housing in good condition but for a wide variety of types of housing, designed and built to standards which will keep them attractive and in good condition for a long period of time, and located to suit the needs of the occupants. Since the war, the building industry has produced large numbers of high-rise apartment blocks, triplexes and the like but has experimented very little with other forms of housing. Living in the City suits many people and a good number can afford to pay well for the advantages it offers. But when catering to this demand builders may have to offer a wider selection of housing than the usual apartment that overlooks a busy street, a neighbouring apartment, or a parking area.

RESIDENTIAL STANDARDS

The revised residential Zoning Standards were introduced in 1957 to eliminate the worst features of over-intensive residential development and the damage caused to adjoining properties by high new buildings.

Row housing composed of full three-storey homes, and housing built around a court are just two alternatives that may have greater appeal to the City's future population than today's standard apartment.



Persons-per-acre in 1980: The density of residential areas will vary across the City as widely in the future as they do now. The overall density for the City will likely go up from its present 77 persons to over 90 persons per residential acre by 1980. This map shows where density is highest, not where most people will live.

The standards set out five different zones of density for the building of dwellings of all kinds. The Zoning By-law is being gradually revised having regard to the new standards and the density zones are being applied to the City according to these principles:

- Zones 1 and 2 (50 and 100 persons per acre): apply to areas now at lower densities not likely to experience extensive rebuilding over the next 20 years and where it is considered desirable to maintain housing especially suitable for families.
- Zone 3 (about 150 persons per acre): applies to large areas of the City. It provides for housing which will fit in well with existing housing as the normal property-by-property renewal process takes place. A mixed development is foreseen.
- Zone 4 (about 250 persons per acre): applies to locations where large sites and nearby open space, shopping facilities, rapid transit, and major arteries make this intensive development feasible. Large apartment buildings would make up the bulk of the new development.
- Zone 5 (over 325 persons per acre): is reserved for limited areas near to the city center or other places where special facilities exist to absorb the intense activity generated by such a high density.

Zoning alone will not ensure that apartments are constructed in the best locations. For instance, apartments should be located along the Bloor subway, but it is unlikely that many will be built there, no matter what the zoning, because there are few suitable sites, the land being split up into small lots. Does the desirability of having apartments along the subway, and possibly in other high-density zones, justify a program of public land assembly to create sites which would be suitable for private apartments?

KEEPING HOUSING IN GOOD SHAPE

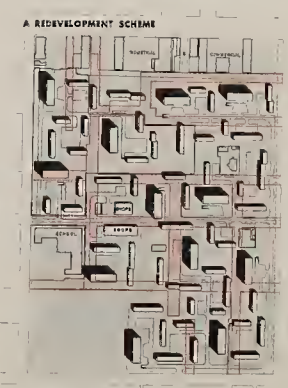
Many of the City's homes will pass a critical birthday between now and 1980. Yet, at the anticipated rate of replacement most of them will have to last another 60 years beyond 1980. Since it is a relatively young city, Toronto has never before faced this kind of problem.

What should we do about it? We can have a broad program of maintenance and rehabilitation, as well as necessary slum clearance. Slum conditions (that is, areas in bad physical condition, usually coupled with overcrowding) are not widespread outside the currently designated Redevelopment Areas. Those that do exist are mainly in the south part of the City, especially south of Queen Street where old houses are mixed with industry. Elsewhere it is important to have a program of area improvement to keep the areas and the homes in good condition. With such a program, we can do such things as these:

- Study each area to determine its special characteristics, its assets and major deficiencies.
- Prepare a plan showing how the area can be improved, modernized and made more attractive, and a program setting out how and when the plan will be carried out.
- Apply the building and health by-laws strictly, to ensure dwellings are kept up to standard and not overcrowded.
- Give financial assistance to owners where necessary so they can carry out repairs and improvements.
- Provide technical advice on conversion and renovation of houses and, on occasion, acquire and remodel worthwhile buildings.
- Rearrange road patterns to divert through traffic around residential areas.
- Remove those businesses which may be a nuisance to the residences and cause deterioration.
- Plant replacements for dead trees, improve street landscaping, create small parks and off-street parking
- Review and stabilize zoning policy so that residents and developers will have confidence in the future of their neighbourhoods.

PUBLIC HOUSING

Many of the changes in the City will add to the existing need for public housing. An area improvement program may result in some people moving out of the area because of demolitions and by-law enforcement. People will be



When an area is rebuilt comprehensively, beneficial road changes can be made. In designing this proposed redevelopment project, the road system was revised to meet new requirements. The original road pattern is shown in colour. The same approach could benefit areas undergoing private redevelopment.

Improvement of some residential streets can be hampered by a non-conforming industrial or business operation. This example illustrates heavy employee parking, disturbance by trucking, over-shadowing of houses by industrial plants, smoke and odour nuisance. Often the only solution is expropriation and removal of the non-conforming use, but less drastic remedies are also possible.

Fortunately there are no large areas of housing like this in the City. In old residential districts, clearance of small pockets of slum housing can help the improvement of a wide area around. Some of the public housing need can be met by building on such sites.

The old and the new: Wholesale slum clearance and replacement with public housing such as the Regent Park South Project is very costly. Further slum clearance will be necessary but the emphasis will shift to improving areas so they do not become blighted.

displaced by public works projects and by private development. Some of those forced to move will find suburban housing unsuitable, whether private or public. If left on their own to find in-town accommodation, they will simply move into adjoining areas, possibly causing overcrowding with its attendant evils. Public housing for these people can be built most cheaply on raw land in the suburbs, but will this meet all the needs? How much public housing should be built in the City?

Sites for public housing are hard to find in the City. Some sites will be created as slums are cleared, but there is little suitable vacant land. It might be possible to acquire and clear land where there are at present few houses on large lots. But most such sites are in the very best single-family areas in North Toronto; others, south of Bloor-Danforth, would involve pulling down fairly good quality housing. Should some good housing be torn down to make way for a much greater number of public housing units? Even if the answer is yes, there are only about 65 to 100 acres of land in the City suitable for this kind of project.

RESIDENTIAL PARKING

The conversion of houses into flats, the construction of large buildings without enough parking, together with the general increase in car ownership has created a parking problem in many parts of the City. Even in some places where lanes and garages were originally provided, cars line the streets overnight, marring the attractiveness of the area. Meeting the need by using back gardens for parking lots does nothing to improve a neighbourhood as a place to live and raise children.

This situation will become worse, as people get more cars; parking may become a major cause of deterioration in older areas. What solutions can be found? We can study each area carefully and work out answers; some areas may call for increased parking on the streets, some for new neighbourhood parking lots, and a few areas may need new lanes so householders can build garages. Neighbourhood parking lots are the most likely answer, but providing them will usually mean taking down houses. Once provided, they must be well designed and maintained so that they enhance the neighbourhood. How can they be financed? Perhaps it will be necessary to accept some losses on neighbourhood lots, especially during the first few years of operation. Would this be acceptable if the lots could not otherwise be created?

SCHOOLS

The heavy cost of schools is well known. Over the past five years more than 30 percent of total City expenditure has been for school operation and new construction. There are several reasons for this:

First and foremost, there are simply more children living in the City. Both public and separate schools are short

Additional land needed for schools by 1980: Already school grounds and rooms are in short supply and enrollment may increase over the next 20 years. At least 90 more acres of land now occupied by housing should be acquired.

of rooms, more so in some districts than others. Thirty-three percent of all schools in the City have portable classrooms on their grounds. Moreover, many of the older schools have never had spacious grounds. Taking into account such factors as the outside appearance of the building, the number of portable classrooms and the amount of lawn in comparison with paved or cinder area, 12 percent of all schools can be classed as 'good', 31 percent as 'fair' and 57 percent as 'poor'. Many schools in the City have 400 and 500 pupils per acre, and a few have 800 or 900. The average is nearly 300 pupils per acre.

What will be our 1980 school requirements? Since the war, enrollment has been increasing, even though the City population has remained nearly constant. If the present trends were to continue to 1980 total enrollment for both public and separate schools would be about 18 percent greater than 1958; about 20,000 more pupils would have to be accommodated. This increase is probably a maximum expectation, because it would require a continuing increase in the number of children per family and in families with children. However, this may not go on at the same remarkable rate as it has since the war, because of natural causes and because housing in the City will be even more characterized by small units suited to smaller families.

- At least 90 acres of additional land will be required for school purposes by 1980 to make a start on overcoming the existing deficiency and to provide for additional enrollment in those parts of the City where population increases will be pronounced. Building schools and acquiring sites is very expensive. Will it be money well spent?
- Good schools help make good neighbourhoods. Well maintained and relatively spacious school grounds can be an important factor in stabilizing a residential area and preventing deterioration. In this way money spent on schools and school sites helps the whole City.

SUMMARY

Between now and 1980 the population of the City will become widely diversified in type and living habits. Our families and households will need a great variety of housing. The density of residential development will increase considerably through new building but, because many residences will be demolished, the total population will increase only slightly. New housing must be encouraged to go in the right places at the right densities. But the greatest task is to make existing housing last, and to keep neighbourhoods attractive. Their fine qualities—magnificent trees, ravines, inviting streets—must be enhanced: their drawbacks—through traffic, lack of parking, poor schoolgrounds—must be overcome. Underlying all will be the severe limits to what the City can spend in this field.

The housing problems of the future will be much more complex than those of the present. We may have to use as yet untried techniques in solving them. Everything points to the municipality playing a more active and positive role to ensure, through planning, that there is good housing for its residents and that the City is a good place to live.

The City's schools are over-crowded: portable classrooms must take over playground space.

Even though demolition will be a common enough sight during the next twenty years, one of our biggest problems will be to keep neighbourhoods of older houses pleasant and attractive.

Space for play and pleasure

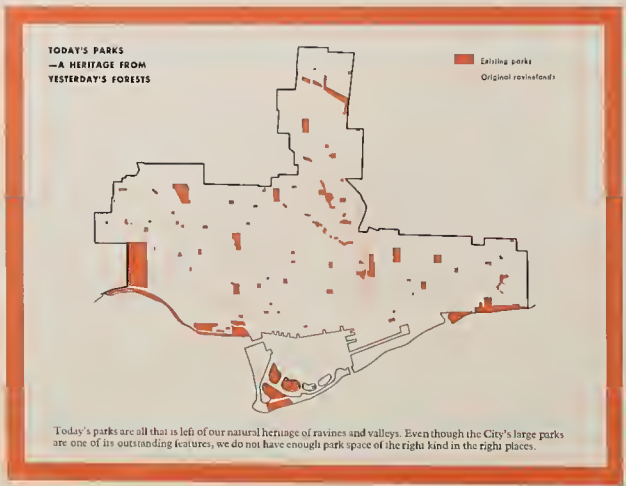
Open space in the City is like the perfect servant: not fully appreciated until it is no longer there to serve you. Although parks still fall under the envious eye of those who would put highways or buildings on them, people are realizing that life in the City is poor without a variety of open space. At this nearly-too-late stage in the City's growth they recognize that only the presence of open space makes the more intensive development of land a civilized, humane practice.

The City's large parks are now one of its outstanding features. It was not always so, but today nearly all City dwellers are within a twenty-minute walk, or else an easy transit ride, of a park several acres in size which has a playing field, tennis court, skating rink, picnic area or other facilities. Some of the larger parks like High Park and Allan Gardens have especially fine features public gardens, fountains, walks – that have made them well known beyond our boundaries.

The Islands are unique. Just across Toronto Bay from the heart of the City, they not only afford a ready escape to a large and exciting green area, but provide one of the few opportunities the city dweller has to look back and obtain, at a glance, an image of the City.

Toronto is luckier or more foresighted – than most cities having a beautiful lakeshore. Toronto does not have to struggle to repossess enough land for adequate public access to its lake waters and beaches. The western lakeshore, stretching from the Humber River to the western entrance to Toronto Harbour is almost entirely used for recreation. Most of it is open parkland. The eastern lakeshore from Ashbridge's Bay to the borders of Scarborough, a distance of about two miles, is entirely dedicated to parks and beaches.

Yet with all this abundance, we have to realize that our park space does not yet come up to our own adopted standards. We do not have enough park space of the right kind in the right places.



Today's parks are all that is left of our natural heritage of ravines and valleys. Even though the City's large parks are one of its outstanding features, we do not have enough park space of the right kind in the right places.

PARK STANDARDS

By 1980, the City may have a population of some 690,000. The standard adopted by the City of 4.6 acres of parkland for every 1000 residents means there should be 3,200 acres of parks. Most of this should be in large parks, but 970 acres (1.4 acres per 1000 persons) should be in neighbourhood parks designed to serve a relatively small district.

Today the City's stock of parkland falls considerably short of this objective and does not even meet our present requirements. Parks now maintained by the City total 1,800 acres, of which only about 450 acres is in the neighbourhood and district class.

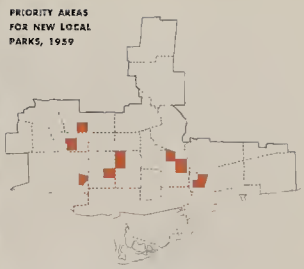
In addition to City-owned parks, there are Metropolitan parks within the city limits. The Island park is the largest of these, with close to 600 acres; four other Metropolitan parks add nearly another hundred acres, giving in all about 2400 acres in the City. This leaves a deficiency of some 800 acres. The most urgent need is for neighbourhood and district parks – about 300 acres.

We have not been adding to our parklands very quickly. Back in 1920, the City had about 1800 acres for its half-million people. By 1930, there were 200 more acres of parks, but because of the increase in population the standard had gone down from 3.7 to 3.3 acres per thousand. We are no better off today.

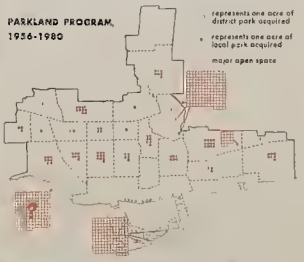
In the City there are a good number of large parks like this, which offer many facilities for recreation.

The green of the Islands frames the City dweller's image of the City. Now being developed by Metro, the Island Parks serve the whole of Metropolitan Toronto and are an example of the way in which so much of the lakeshore within the City has been developed and dedicated for public use.

Not the safest place to play, but it's all they have. Small local parks are urgently needed. There are 128 persons per acre in this neighbourhood, and their closest park is 15 minutes walk away.



These are areas in the City judged to be in greatest need of a local park. They now have no park facilities, the residents are living at densities of up to 120 persons per residential acre, building conditions are generally fair to poor and there are many children.



Targets for park acquisitions: We need at least 800 acres more parkland to serve our population. The additions shown here would add 500 acres of various kinds, but not all of it is likely to be acquired by 1980. Most of the local parkland can only be acquired expensively, by buying up and demolishing housing.

Our shortage of parkland and playspace has been aggravated by losses of private open lands. Those of us who grew up in the twenties and early thirties never had to worry much about playgrounds – there was always a vacant lot nearby. In 1930 Toronto had literally thousands of vacant lots – over 1,000 acres of them. By 1950 there were only 200 acres; today they are hard to find.

Not only has the vacant lot been disappearing, but so too has the City's magnificent natural heritage of ravines, both publicly and privately held. These have been steadily filled in and built upon; in fact, most of our City parks today are the remnants of a much more extensive system of natural parks, creeks, and valleys that once laced the whole City area with green.

But the need for parks, especially local parks, is not well illustrated by a tally sheet of gains and losses. It is better to look at the City itself. The children pictured on the opposite page are playing in a residential area occupied at a density of 128 persons per residential acre. Children up to 9 years of age make up one-fifth of the population: their closest park is 15 minutes walk away, along busy streets – much too far for small children.

That we need to expand our parks system is apparent enough, but how should we do it? Can we afford to buy as much parkland as we need? What additions are planned?

ACQUISITION PROGRAM

Since 1955 the City has been implementing an expansion program which will add about 167 acres of park, 141 acres being for expansion of existing parks and 26 acres for small half-acre 'sitting-out' areas in places where there are now no parks. As the total shortage of parks is about 800 acres, this program is not over-ambitious, but will cost, very roughly, $33,000,000 to complete.

The City has set no time limit on this program. But at present about $500,000 to $650,000 is being spent each year for new parkland, and at this rate it will take at least fifty years to complete. By 1980, 82 acres would be acquired; but a more reasonable target for 1980 is the acquisition of 90 to 100 acres of new land. This will involve buying up and demolishing houses containing some 1700 dwellings. At the same time, Metro will finish clearing the Toronto Islands of the 700 dwellings that stood there in 1956, thus increasing this park by 148 acres. Along the western lakeshore, work is proceeding to fill in behind the breakwater in front of the Exhibition Grounds, reducing the small boat channel to a width of 75 feet and making 75 acres of open space. These three programs together will give us 300 more acres of parks than we now have.

Beyond that, if we can afford it, there are some other possibilities that may provide more land: The present breakwater scheme is being carried out by Metropolitan Toronto and is intended to compensate the City for parks lost elsewhere to Metropolitan public works projects. If this filling were extended to other places along the breakwater, a total of 150 acres could be added to parkland. But is this the area where we need parks most badly? Are not the sheltered waters for small pleasure craft more valuable than the parkland?

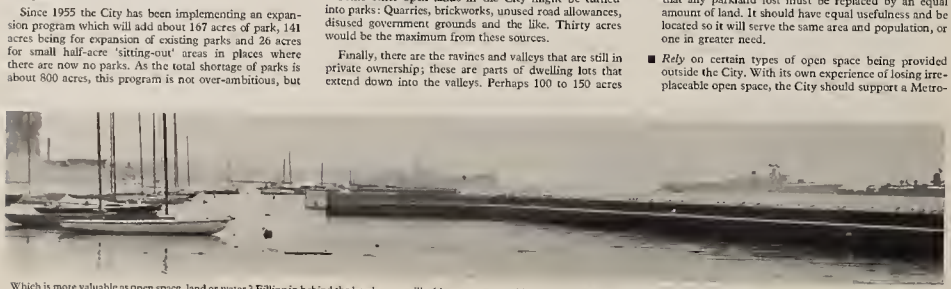
Some other open lands in the City might be turned into parks: Quarries, brickworks, unused road allowances, disused government grounds and the like. Thirty acres would be the maximum from these sources.

Finally, there are the ravines and valleys that are still in private ownership; these are parts of dwelling lots that extend down into the valleys. Perhaps 100 to 150 acres of this kind could become parkland.

A net addition to parkland of about 500 acres could result from all these programs, after allowing for additions that would simply replace other parkland lost to expressways and the like. Because of financial limitations, we may not get as much as this by 1980, but even if we did, there would still be a shortage of 300 acres. We must also remember that however impressive a gain of 500 acres may seem, most of this green open space is not where we need it most, in small spots among the dwellings.

Eventually, we hope, the City may achieve or better its parkland standard; but it will not do so by 1980. What, then, should be done in the meantime, and what should be done to make eventual achievement of the standard possible?

- *Priorities* should govern the buying up of houses to make parks, and priority should be judged on the kind of park needed and its location. Can acquisition of new small parks and additions to large ones go on at the same time if priority on the basis of need is to be all-important? Opportunity may sometimes justify departure from priority order, but priority should be the general rule.
- *Guard* existing City parkland jealously; give full and consistent support to City Council's adopted principle that any parkland lost must be replaced by an equal amount of land. It should have equal usefulness and be located so it will serve the same area and population, or one in greater need.
- *Rely* on certain types of open space being provided outside the City. With its own experience of losing irreplaceable open space, the City should support a Metro-



Which is more valuable as open space, land or water? Filling in behind the breakwater will add acres to our parkland, but it will take away sheltered water for small boats.

This is private land open to the public. More of this kind of landscaping around private buildings would help meet the need for open space. This parkette, hiding a parking lot, sets off a tall office building alongside.

Few City schools have grounds like this. Unless a school has enough playground space, it cannot be kept green and in good condition. But where this is possible schoolgrounds may be one of the best ways to get open space into our residential areas.

politan plan to acquire and reserve parkland and conservation areas. At present the Metropolitan area, like the City, is below standard.

- *Create an awareness* among private developers and property owners of their opportunity to add to the open space which can be enjoyed. Adding to our open space need not be simply a matter of the City buying parkland; there are other possibilities, such as: development of small pieces of neglected land; creation of useful open areas, if only small corners, around private apartment or office buildings, and provision of 'sunning and resting spots' for public use in shopping areas, especially downtown.

Our ravine lands make it possible to be in the midst of a forest and yet only minutes away from the bustling, busy City. Aren't they worth preserving for this reason alone?

RAVINELANDS

New York has Central Park, Montreal has Mount Royal, Paris and London have rivers famous for their promenades and bridges. Toronto's ravines and valleys cut through the built-up City with areas of natural parkland, a refuge for birds and animal life. The system of pleasant walks and bridle paths was once more extensive, but gradually some of the ravines have been filled in and built on, used as rubbish dumps, and neglected to the point of uselessness. Some have been used as apartment sites and the routes of expressways.

The acres of still undeveloped ravineland that are privately owned usually lie along the slopes of the ravines and are not suitable for building. In most circumstances their development would not now be permitted by the zoning by-law. Other cities have had considerable success in reserving this kind of land as open space by agreement with the owners rather than through purchase. If the City would recognize the value of its ravines, then plan for their development and use as part of the parks system, there are indications that many owners may be willing to give their surplus lands for the public benefit.

The assurance of a plan must come first, but it has been said that Toronto's people don't really care about the ravines, don't use them, don't particularly want them. Would you support a plan for the ravines in Toronto?

SCHOOL PLAYGROUNDS

If schoolgrounds were large enough so that they could be kept like attractive parkland, we might be justified in counting some of them as parks. Etobicoke, for example, has schoolgrounds of this kind—nothing less than five acres, very few with more than one hundred pupils per acre.

But in the City, school buildings, both permanent and portable, take up more and more of the grounds. What space is left is used so intensively that grass will not grow unless resodded weekly, and many playgrounds are little more than asphalt wastes or cinder patches.

The Etobicoke standard could never be achieved in the City, but it might be possible to expand some school grounds sufficiently to make them of value as local parks. This may, in fact, be one of the easiest and most economical ways to get small playgrounds and sitting-out parks into our neighbourhoods.

On the other hand, schools need playing fields and recreation grounds that could be most economically provided as part of the parks system, rather than for the exclusive use of schools. Should not plans for expansion of schools and parks, and the facilities they provide, be integrated for their mutual benefit and for the benefit of the City as a whole?

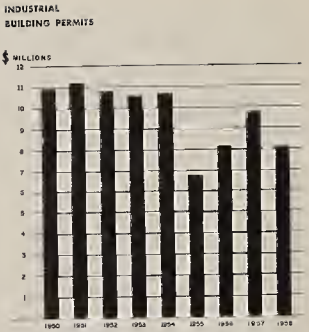
SUMMARY

Toronto was endowed with an abundance of attractive, often impressive potential parkland. The lakeshore and our large parks testify to this, but unfortunately it was left to hindsight to reveal the value of much that we used to have. We may not be able to buy all the additional parkland we need—not by 1980 at least—but it is still possible to reclaim some of the ravine lands and in several other ways add much-needed pieces to our supply of useful open space.

Planning for industry and business

The City's main industrial areas, formed decades ago, are closely tied to the railroad system and port. These areas are out of date in comparison with suburban 'showcase' manufacturing districts.

Possible acreage to be converted to industrial use by 1980: Up to 70 acres of residential land may be taken over for industrial needs. Industries will buy up some of this land themselves, but a large share of it should be bought by the City in a program of industrial slum clearance. No single major expansion of industry is expected other than on the harbour land under the Toronto Harbour Commission program.



Building permits issued in the City for new industrial plants and additions have averaged more than $10,000,000 per year since the war, but a decline may be setting in. A public policy to keep City industry healthy is now necessary.

Some industrial buildings are vacant because they do not meet modern industrial requirements: adequate working space, elevators, loading and parking facilities.

Inefficient truck movement into and out of industrial areas is common in Toronto. The City could help remedy these conditions.

Up until now the City has done little planning for its industrial and business areas. Action has been limited to setting up zones, making road improvements and creating some municipal parking lots. But in future the City may have to play a greater part in the improvement and development of these districts.

INDUSTRIAL AREAS IN THE CITY

Perhaps it seems strange to think of planning for industry in the City, where most major industrial areas were built up and fenced in by housing decades ago. Everyone has heard of industry's 'flight to the suburbs', where there is land for expansion, good highway access, and space to build modern one-storey plants that advertise a company's progress. Every year industries leave the City's cramped districts, ugly surroundings, and outdated multi-storey buildings.

Yet industry in the City – fortunately for our tax base – is not shrinking. Since the war the value of building permits for industrial and warehousing buildings has averaged more than $10,000,000 annually, about half as additions to existing plants, half in new buildings. An industrial survey by the Planning Board shows that, of the City plants that will move to the suburbs, more than half do so reluctantly. This is because the City has many advantages: central location; good labour market; access to port and rail; proximity to suppliers, services and banking and financial offices; convenience for buyers and customers. Many industries and warehousing operations would continue to take advantage of these good points if they could find ways around some of their difficulties, especially the high cost of buying land for expansion.

As for new industry, the Toronto Industrial Commission lists these requirements for the average firm seeking a Toronto location: 20,000 square feet of space on one floor, not necessarily a ground floor; adequate elevators and efficient loading and unloading facilities. In its 1955 brief to the Gordon Commission, the City said that many buildings which cannot meet these requirements are lying vacant, creating the core of an industrial slum, and that two possible solutions to this problem would be to encourage private rebuilding or to redevelop industrial slums through government action.

Private redevelopment has not come about. Existing industries continue to leave because the City can no longer meet their requirements. Planning for industry, involving the expenditure of public money, is going to be as necessary as planning for residential conservation.

Yet it is not necessary or wise to plan for unlimited industrial expansion. The cost of land, for one thing, makes indiscriminate expansion impractical. For another, the City street system could handle a major increase in industrial traffic only with great difficulty and expense. We will have to concentrate on helping industries already here to remain efficient, and see to it that the City is attractive to those new industries that need a City location.

To do this, we do not need a major expansion of industrial zones, except in the Harbour area. This district apart, the major areas for manufacturing industry will, in the future, continue to be at the major confluences of the railroad network – that is, the central area south of Queen Street, the industrial triangle near St. Clair at the west end of the City, and part of the area east of the Don from the lakeshore to Gerrard Street. The extent of industrial expansion in these districts is uncertain, but perhaps up to 70 acres would be provided as plants are expanded or more parking and trucking space is added.

The major exception will be the industrial harbour lands. Since Toronto was founded the shoreline has been pushed outward to provide the City with harbour facilities and industrial land. Some 1,300 acres of land have already been reclaimed from the lake. With the impetus of Seaway trade and under the Toronto Harbour Commission's industrial development program, up to 1,000 acres more of lakeside industrial land will become available.

Toronto Harbour Commission lands are being improved under a positive development program, but for the other industrial areas in the City there is no such program. Although studies of the possibilities and deficiencies of these areas are not yet complete, the main issues seem to be fairly clear. Mostly, they are issues about which the individual plant can do little; only the municipality can bring about a significant improvement. Here are some things that can be done:

- We can improve the road network within the industrial areas and provide good connections to the expressway system, future railroad facilities and the port.

The need for employee parking did not exist when these industrial areas were built. Now it is a problem which the City can help to solve.

Parks are not just for children. Factory workers appreciate a small park to eat lunch and relax. These facilities can help make our industrial districts attractive.

Globe and Mail

In the heart of an industrial district, there is no bright future for this housing or its occupants. Housing like this can be removed by public action to provide space for industrial needs.

- We can improve access to many plants. At present trucks must back down narrow lanes or maneuver in and around the street in order to get into position at the loading bays, while others wait their turn in the street or blocks away.
- We can do something for industrial parking. Many industrial properties do not or cannot provide employee parking, so the streets, boulevards and any vacant spaces in the neighbourhood are used instead.
- We can have a truck route plan outside the industrial districts. Trucks moving around and out of the City are under road restrictions designed to protect the residential parts of the city; there is as yet, though, no truck route plan to improve transport service to industry.
- We can have public land assembly and public redevelopment of slum areas for industrial purposes. Industry on its own slowly buys up housing and other land to help meet its needs – it may buy out some 900 dwelling units by 1980 – yet there is evidence that it will be increasingly difficult for private industry to handle all its needs in this way.

Land acquired through slum clearance programs could be used for industrial buildings but it will be just as important to use some of it for parking, trucking areas, street improvements, and even small parks for workers, things private companies would have great difficulty in doing themselves. Industries are quite conscious of the dollar value of attractive surroundings for their plants and their workers; surveys show that industries do not like to 'live' in a slum.

The major effort to improve industrial areas will take place south of Queen Street. Some areas there still form stable neighbourhoods with housing in reasonable repair. But elsewhere conditions are among the worst in the City; these pockets of housing in their industrial surroundings have little hope of improvement. The demolition of some 600 of these dwellings, on about twenty-five acres of land, would make a reasonable start on improving the area for industry. This would by no means eliminate all the housing south of Queen Street: about three-quarters would still remain. To this redevelopment program could be added more moderate public projects to help maintain and improve industrial areas in the Junction, Greenwood, Dufferin, and Oakwood planning districts, involving in all perhaps 200 more dwellings.

Is this too modest a target for 1980, or is it too big a one, since the policy of positive assistance to industry is a new one to this City?

BUSINESS CENTERS OUTSIDE DOWNTOWN

A small cluster of stores on a street corner, catering to the day-to-day needs of the people living nearby, is useful in a residential neighbourhood. But when the stores increase and offer a wider selection of goods and services, and when multi-storey office buildings go up, it becomes a commercial center, rather independent of its immediate surroundings, often doing business on a city-wide basis and functioning much differently than a group of local stores.

The City has several such centers. The past decade has seen their continued growth, especially at focal points on Yonge Street. The next 20 years will bring a continuation of this trend, and a few new centers may arise from what are now quite modest shopping areas.

From 1,500,000 to 2,000,000 square feet of additional shopping floor space and about 12,000,000 square feet of offices are likely to be built within the City outside of the downtown area by 1980. At the densities customary for this City this means a need for 60 acres of land for retail stores and 138 acres for office buildings. There will also be 50 acres of parking and other open commercial uses. Of the total some 130 acres will come from areas now residential, and the rest from the rebuilding of existing commercial properties.

The Bloor subway should attract some of this new development. Along the Yonge subway line, commercial growth has centered around the subway stations that are important transfer points. The Bloor line does not have any location for new growth with quite the potential of those on Yonge Street. Where opportunities do exist, the properties around the subway stations are mostly residential lots with narrow frontages. They make it difficult for a private developer to assemble a site large enough for a sizeable office or retail development. Building will tend to be spasmodic, occurring wherever enough properties can be assembled, and where properties are extra large. This makes it hard to achieve concentrated commercial centers and may lead to pressure to permit a wide scattering of building with all the problems that arise when this happens.

This is the way business centers have grown up in the past, resulting in the familiar commercial 'strip' along many of the main streets in the City. Is it good enough for present and future needs? The strip creates problems which have not been adequately solved and probably never can be: the shopper-pedestrian must walk the length of the street and battle auto traffic to do his shopping; parking his car is always difficult – the parking lot is usually behind the shopping street, if provided at all, and distant from at least some of the shops he wants to visit. The houses on the streets behind the commercial strip suffer from the business activity – cars parked on the street, an intruding parking lot, delivery trucks loading behind the stores. The main business street itself cannot carry its full volume of through auto traffic because of the bottleneck created by the shopping area; and the irregular, ungainly, and dull mixture of office blocks, stores, service stations and run-down houses that make up the commercial strip is unattractive to most of us.

This form of commercial development takes place with a minimum of effort – it is a natural growth – but is it as satisfactory as it should be to everyone concerned – the customer, the businessman or the municipality? When so much planning and expense is involved in transportation systems, when the preservation of housing in the City will be so important during the next 20 years, should we not take care to locate and organize properly the commercial centers which are likely to expand so substantially by 1980? Can we not put as much care into their development as into the future development of downtown, or as is put into the suburban shopping centers which have proved so successful?

There is no shortage of directions public action can take to improve business centers:

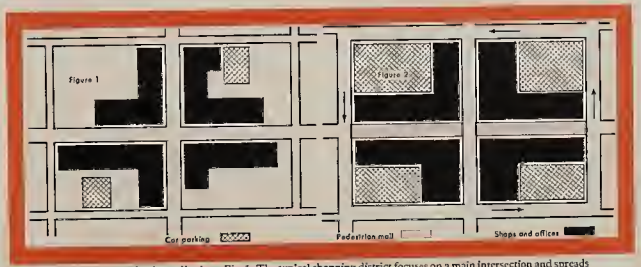
- *Zoning:* Zoning can help to direct development into locations where major commercial centers are appropriate. The amount of land set aside should be closely related to the amount needed for future development, not applied to every site considered to have commercial potential. Zoning could restrict permitted development to those things which best fit into the various business centers, if the present catch-all commercial zoning category were subdivided into several categories.
- *Land Assembly:* Commercial development, even in good locations suitably zoned, may be frustrated if the lot and street layout is unsuitable. Just as with future high density apartment development, there may be cases where some public land assembly will have to be undertaken if the development is to be achieved, and especially so if it is to be done well.
- *Parking:* A municipal parking lot is often essential in a business center, and the right site can help shape the center and make it function at its best. The location of parking facilities needs to be part of the planning of necessary land assembly, street changes, and new development in the centers.

- *Road System:* When land is assembled publicly, the road system can be changed to divert traffic around the business area and handle the heavier traffic it attracts.

SUMMARY

Industry and business contribute much to the wealth and well-being of our City. If both are to be kept efficient in the future, we must plan for their continued development with more regard to their needs than we have done in the past. Industries need better surroundings and more room for trucking, employee parking, and essential plant expansion. Only public action, through land assembly and industrial area slum clearance, seems likely to meet the problem of aging industrial districts and buildings and give impetus to their redevelopment. Business centers, too, will increase in size and importance, but unless public action through land assembly, added parking, and the rearrangement of road layouts is used to reduce the conflict between traffic and business uses, the development of these centers will not be as good as it should be. They may suffer in comparison with modern, well designed centers elsewhere. Much of the City's present commercial zoning can lead only to more of the unsatisfactory strip developments that now characterize our main streets. With more positive measures, we can do better in future for both business and industry.

In the usual commercial strip development, conflict with automobile traffic is intense. As traffic volumes grow, this can lead to the deterioration of the shopping area; business falls off, stores grow shoddy. Planned action is needed to help local business centers reorganize for today's needs.



Possible improvements to business districts: *Fig. 1:* The typical shopping district focuses on a main intersection and spreads in four directions. It creates problems for shoppers and through traffic alike because heavy traffic and shopping activity don't go well together. One alternative, *Fig. 2*, is to divert traffic around the shopping district, add parking on its edge, and let a shopping mall replace the busy street.

These are three views of one commercial strip development. Behind the imposing frontage (top), vast areas of parking lots (center), and car-lined streets (bottom), make problems for the residential area.

Finance – matching needs and resources

THE NEED FOR CAPITAL BUDGETING

Good financial planning over the next twenty years is essential if the improvements we would choose for our City are to be realized. Good financial planning means making full use of the capital budget. The capital budget is a long-term program, always under review, of the types of improvements the City is to undertake, their timing, location, and costs, and the way in which they are to be financed out of the City's resources. Capital budgeting, however, involves more than mere accounting; it is a complicated process of policy determination, program analysis, and administrative coordination. A necessary complement to the physical plan for improving the City, the capital budget permits us to see how the City's future needs are to be satisfied in a comprehensive and balanced way, in accordance with future resources. It reveals any tendencies to spend too much on any one form of improvement.

In the capital budgeting process each suggested improvement is reviewed to see that it fits into the physical plan for the City's development, and to see that it is given its correct priority in relation to the other items on the program. The plan will reflect our choices and decisions about how the City should be improved and developed; priorities will reflect the relative importance we attach to the different planning issues presented in these pages.

While price tags have not been put on many of the items, it is clear that each proposal, by itself, is within the City's reach. But all cannot be carried out together: a choice must be made in developing the plan and the program of works. This choice cannot be based on costs alone; realism in the financial plan involves more than price tags, bond interest rates, and tax levies. We must appreciate the direct and indirect benefits of each proposal, and choose according to need and benefit, as well as cost. There are some things that we cannot afford to neglect, that require spending, if we are to protect and enhance the very resources upon which our improvements depend.

Undue emphasis on costs can obscure our thinking on planning issues, and so can too much emphasis on existing resources. It would be as unrealistic to base tomorrow's plans solely on today's City finances as it would have been to plan ten years ago on the basis of finances then in hand.

Matching needs and resources must not be done merely by paring away at needs; it can also be done by anticipating and striving for greater resources with which to meet needs. If we are to make progress, some expansion of resources is going to be necessary.

The City does not yet have a financial plan or capital budget of the kind described, nor all the machinery for its administration. There are several reasons for this: the Planning Board's responsibility towards the capital budget, as well as the idea of the budget itself, have only recently been officially accepted; the comprehensive physical plan that is the counterpart of the capital budget is still in preparation; the City's needs and finances are intimately related to those of the Metropolitan Corporation and a financial plan for the City can only be made in the light of a metropolitan financial plan.

THE CITY'S FINANCIAL POSITION

Municipal governments are poor in good times and bad. The demands of our expanding cities fall inescapably on local governments while the sources of taxation open to them are severely limited and unpopular in application.

Toronto still gets most of the money it needs from one source – the tax on real property assessments – even though Queen's Park and Ottawa have been giving greatly increased grants, assisting with many projects, and helping to absorb more and more of the costs of education, relief, health and welfare. We may anticipate further increases in outside assistance, but we may have to look for other sources of revenue besides the property tax to help meet our needs.

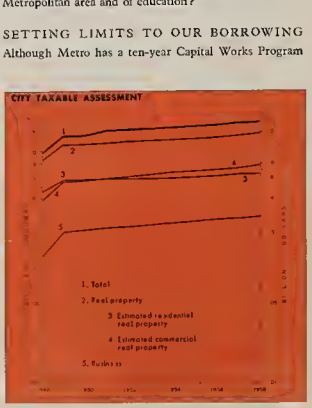
As a partner in Metropolitan Toronto, the City has financial obligations and procedures more complex than most Canadian municipalities. The City's tax revenue is divided between what it requires for its own purposes, what the Metropolitan Corporation requires, and what the various school boards require.

In borrowing for capital works, the City is also subject to the over-riding needs and credit limits placed upon it by the Metropolitan Council which does all the borrowing on behalf of its constituent municipalities.

The City benefits from Metropolitan and school expenditures, and it would be senseless to try to ascertain the way in which the City's resources are employed for the benefit of the City on the one hand as opposed to what does not benefit the City on the other. The only comparison that can be made is between what the City spends on its own responsibilities and what the Metropolitan Corporation and the school boards spend on theirs. Examining expenditures for repaying capital works in this way, we see that the City's expenditures within its own area of responsibility have been held fairly constant since the formation of Metropolitan Toronto. In the future, how much must the City's resources be absorbed in meeting, as our partnership requires, the over-riding needs of the Metropolitan area and of education?

SETTING LIMITS TO OUR BORROWING

Although Metro has a ten-year Capital Works Program



Taxable assessment of all types of property has grown steadily since the general re-assessment of 1949. There is not much difference in the rate of growth of commercial assessment as compared with residential. If past trends continue in future, we may anticipate a continually greater assessment on which to base our capital program.

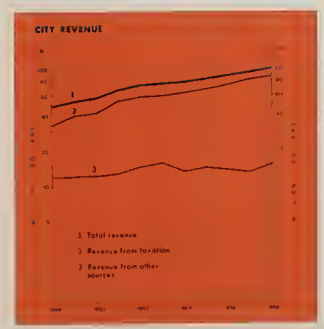
and the City a five-year one, neither can yet be said to have a Capital Budget and Plan. The existing programs do take account of capital works that might be commenced in the future, but they show a deceptive falling-off of expenditures as the years progress. This is because attention has been concentrated on works in progress or in fairly immediate prospect, and because up to now there has been limited opportunity to list the proposed capital works against the background of a long term plan and statement of need. Thus, in 1958 Metro foresaw a total ten-year program of $916,729,000; one year later this forecast had increased to $1,040,323,000.(1) Similarly, City needs appear likely to increase.

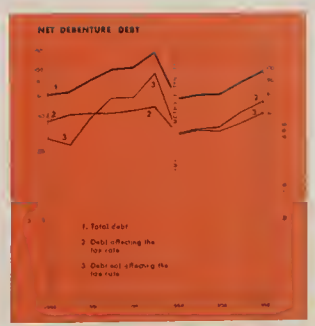
It has become Metro's practice to try to limit total Metropolitan borrowings in any one year to about one hundred million dollars. In 1959, the Metro Commissioner of Finance said '. . . particular attention had to be given . . . to keeping the total amount for this year as closely as possible within the presently indicated maximum limit for sound debenture financing. After taking into account all relevant factors, the best judgment indicated the necessity of gearing 1959 expenditures and new commitments to debenturing of approximately $100,000,000.'(2). Yet the Chairman of the Metropolitan Council previously said, in 1956, 'The Metropolitan Corporation, which issues debentures for its own account and for the area municipalities upon the consolidated financial foundation of the assessment in the whole area, enjoys a very sound financial position as is indicated by the net debt position. A percentage of net debt to assessment up to 15% is considered favourable and up to 20% satisfactory and causes no concern until it approaches 25%.'(3). The Metropolitan net debt was 8.17% of assessment in 1957, up from 6.44% in 1956. During the same period, net debt per capita increased from $146 to $198.(4) This favourable financial position has been reflected in the yields and interest rates of the Metropolitan Corporation's bond issues. Up to this year, the highest average interest cost was 5.43 percent in

[1]Includes debenturing for education, area municipalities, and T.T.C., as well as net total for Metropolitan services. Does not include 2 mill capital levy for subway, which now yields about $7,000,000 annually.

[2]Metropolitan Toronto Capital Works Program, 1959.

[3]Brief to Royal Commission on Canada's Economic Prospects, January, 1956.





Revenues and expenditures have been growing at a faster rate than the taxable assessment. All the graphs on these pages are drawn so that the slopes of the graphs are directly comparable. The revenue graph shows that tax dollars contribute most to the City's requirements, despite fairly substantial revenues of other kinds. Not indicated by this graph, however, are some forms of assistance by Provincial and Federal governments, such as direct payments to school boards or absorption of welfare costs. Total expenditures have increased at the same rate as revenue, but in the last few years the amount spent on direct City responsibilities has remained constant while payments to school boards and to Metropolitan Toronto have kept rising.

The City's net debenture debt was sharply reduced in 1954 with the assumption of a large portion of it by Metropolitan Toronto. Since then the debt has again increased, and by comparison with the other graphs it will be seen that it has increased faster than revenues and assessment. In 1958 the City's net debt was only 5.48% of its taxable assessment, but it must be remembered that in addition to its own debt the City also bears a large share of the Metropolitan net debt.

January 1957.[4] In July 1958 the average cost was 4.13 percent for a U.S. issue, but in March 1959 an issue sold in Canada cost an average 5.47 percent.

There has in recent years been a striking contradiction between our sound financial position, which suggests resources as yet untapped, and the reduction in capital requirements which has had to be made to keep the total close to the hundred million dollar watermark. In the 1958 Metro capital program these reductions amounted to $12,000,000 out of a proposed $59,000,000 Metro Works; $8,000,000 out of $28,000,000 for schools, and $11,000,000 out of $47,000,000 for area municipalities.

One of the issues for good financial planning may well be the importance of the hundred million limit. Is our financial position too good, in view of the needs we face? Can we relate the borrowing limit more clearly to our needs and financial capability, and less to the exigencies of the bond market? Under present conditions it is difficult to do so, because Toronto's borrowings are so large that the total supply of money in the national economy becomes an influence. It may not be so much a question of securing favourable interest rates—when borrowing over 100 million dollars there is a limit to the money available no matter what the interest rate. If these conditions persist, and our capital needs continue to exceed the supply of money, we may have to rely more heavily on a pay-as-you-go policy, that is, on the current levy for capital purposes.

SHAPING THE CITY'S CAPITAL PROGRAM

For some years, in its capital works programming, the Metropolitan Council has set a limit of approximately 30 million dollars annually when authorizing new capital works of all the area municipalities. There is continuous pressure on this ceiling, and it has in fact always been exceeded in recent years—but it remains in the capital program as a straight 30 million annually for each of the 10 years of the program. The City is assigned about half of this sum, as a matter of practice. But what determines whether 30 million is a proper amount? Is there a way of determining capital allocation by assessment of need?

If we want more satisfactory and reliable guides to our total capital needs and the best way to program them, we have to be prepared to make some long term choices about the best places to put our money.

Our choice should not be unduly influenced by the amount of provincial and other contributions that are made to different kinds of works. There is a 50% contribution, for example, to the Metropolitan road works program, but no contribution to the subway. Similarly, for redevelopment, the City pays only 25% of the total clearance costs—the other 75% is shared by Provincial and Dominion Governments. The danger is that our attention may be diverted from a choice based on need to a choice based on available contributions. Would the same works be undertaken if outside contributions to capital works were made as unconditional grants rather than for specific purposes? There is good reason for specific contributions by the Province, and by Ottawa, but we have to be clear about the way in which our choice is made and the degree to which it is influenced by outside dollars.

The questions put forward in this publication suggest that the City will soon have to change its pattern of capital expenditures to face up to the planning issues of the next twenty years. We will have to make more room for some new kinds of capital expenditures. Some of these are:

- Buying, rehabilitating and converting houses, as part of improvement programs for residential areas, and to provide public housing where needed.
- Clearing out nuisance industries and non-conforming uses that contribute to residential blight.
- Improving industrial districts, including the elimination of worn-out housing.
- Reserving ravines and natural parkland as open space.
- Assembling land for private redevelopment in critical locations.
- Providing community parking facilities in residential areas.

> 'Can anyone doubt that there is enough wealth in the Toronto area to allow it to pay for its own services and operation? Can anyone plead financial inability for such an area? Clearly, it is a matter of having the legislative ability to make the tax collecting machine capable of tapping this income.'
>
> C. A. CURTIS,
> *Department of Political and Economic Science,*
> *Queens University:*
> *September, 1958.*

To fit items like these into our capital program can mean only one of two things—either we increase our total capital expenditures or we decrease the amounts now being spent on other items like roads, parks, health services, and civic buildings. Can we afford to spend on new things? Perhaps we should rather ask, can we afford *not* to? Nearly all of the new expenditures would be an investment in the maintenance of our tax base, both for the City itself and for the City's considerable share of the Metropolitan tax base. Unless we are prepared to spend enough to keep our residential districts, industrial areas, and business sections sound and attractive, and inspire public confidence and private re-investment in aging properties, then surely the worth and market value of existing City properties will dwindle, as will the total assessed value upon which our whole financial structure so largely depends. Unless we invest in our future, the City might well become unattractive to those who can best afford to pay our taxes, while at the same time the cost of municipal services would rise because of the problem of deteriorating areas.

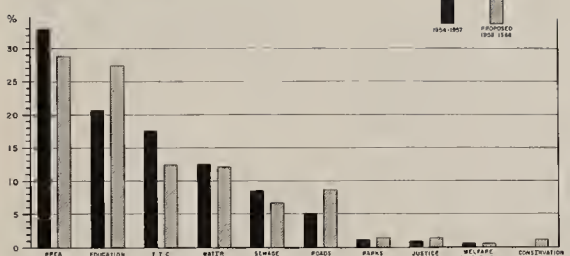
SUMMARY

Perhaps in future we will be able to spend more than now seems possible, because of increasing sources of revenue, additional grants, and assumption of responsibility for welfare and other similar services by other levels of government. Nevertheless, there will not be money enough for everything. Some of our objectives will have to be put off, some programs stretched out over a longer period. We will have to choose so that we have a balanced program of capital works, so that we do not unduly emphasize one kind of investment too much, at the expense of others. As a City, we cannot in the foreseeable future have all the things we would like to plan for. We must make a choice.

When we have chosen in accordance with what we feel to be sound objectives, and in such a fashion as to match needs and resources, we will have made our City plan. It is for all to say what are the right choices.

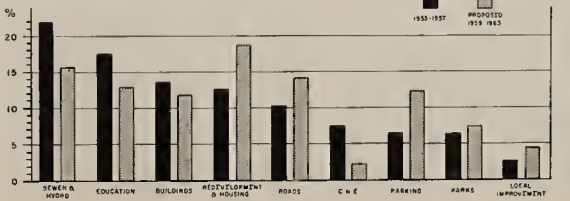
[4]Annual Report of the Commissioner of Finance, Metro Toronto, 1957.

METROPOLITAN CAPITAL EXPENDITURE



Patterns of Metropolitan Capital expenditures: Although expenditures for area municipality purposes take the largest share of Metro's capital budget, this amount is divided among 13 municipalities. The City's share has been $10 to $15 million annually — what will it be in future if the total allocation is cut and suburban needs continue to mount? The graph does not allow for the amounts of money from outside contributions; for example, roads take 8% of net expenditures, but 16% of gross expenditures because of provincial contributions. Of the total to be spent on roads, 80% or more is for expressways.

CITY CAPITAL EXPENDITURE



Patterns of City Capital expenditures: The City's functions are different from those of Metro, and the expenditures reflect it. This is a picture of all debenturing, but some of the purposes like Hydro and parking, are self-supporting while others are not. Self-liquidating projects do not affect the tax rate, but many of the new kinds of capital expenditures that we should fit into our program are not directly revenue producing. They will affect our tax rate, yet we must spend on programs for residential and industrial district improvement if taxable assessments are to be maintained.

These are the issues

This has been a review of the basic situation of the City of Toronto, and of the main things which may happen by 1980 – a forecast of what is likely, an examination of what is possible. In this publication, we have appraised potential growth with the City's interests in mind, and in the knowledge that an Official Plan for Metropolitan Toronto is now being issued. When finally approved, this plan will establish a broad framework for future growth in the City. For this reason, we have seen what might be the major elements of future municipal policy – policy which in the next year or so should be shaped into a new version of the City's own Official Plan. The questions raised about the future of the City are not just an academic exercise; they are essential in setting up goals which the plan will try to reach. The process of setting these objectives should involve City Council, private developers, business groups, community organizations and above all, the citizens – all those engaged in building the City.

The city is changing

ITS IMPORTANCE WILL GROW,
ITS APPEARANCE AND PEOPLE WILL CHANGE

The City's Population. A 1980 population of up to 690,000 persons is forecast, only 4% more than at present. What will characterize this population? – Fewer families, yet more children living in the City. – More old people, more single young adults than in Metro as a whole. – More people living alone or sharing an apartment. A more cosmopolitan population as people arriving from other countries continue to settle in the City. – A drop in the average household size and in the number of households that share accommodation or take in a lodger. But these changes will not occur evenly across the City: some parts will gain, some will lose residents, some will change in character more than others.

The City's Changing Role in Metropolitan Toronto. The city center will grow in importance: Businesses will continue to build downtown (increasing office space there by 68%) and in the main sub-centers. Port activity will quicken as ocean shipping and harbour facilities enlarge. Entertainments, both serious and light, especially near the city-center, will multiply to satisfy broadening cosmopolitan tastes. Downtown shopping will increase and tend to offer more goods and services of a specialized nature. In-town industry, too, will specialize, keeping those enterprises most suited by a central location, losing those attracted by modern plants in the suburbs. Educational facilities at all levels will bulge: City schools, both Public and Separate, may have as many as 20,000 more pupils than at present; higher education facilities will attract more students from inside and outside Toronto. New housing in the City may involve rebuilding 700 acres of residential properties, and will be characterized by higher density development. Public, low-cost housing will increase to meet an obvious need.

The central City will remain the focus of the Metropolis and so transportation into and out of the City will improve: The system of expressways and roads will be fairly complete by 1980. The subway system will have at least two lines, possibly more. Railroad lines within the City will likely be more free to handle commuter trains, piggy-back operations and local freight service.

These are the changes we can expect: What are the issues they raise that the City may have to tackle?

The city on the move

A CHOICE WILL BE MADE BETWEEN MONEY SPENT ON TRAFFIC IMPROVEMENTS AND ON IMPROVING OTHER IMPORTANT ELEMENTS OF URBAN LIFE

The City Planning Board is concerned that the road program is going to be costly to the City in more ways than money: that such other needs as parks and redevelopment may be postponed and curtailed; that parks will be taken over; that many dwellings will be demolished, and neighbourhoods will be split by expressways; that vehicles moving between expressways and downtown destinations will pass in large numbers through residential and working areas.

An effective road system is indispensable, but consideration should be given to possible changes to the routes of expressways to make them less damaging to living and working areas. Perhaps more emphasis should be placed on rapid transit and railway commuter service. Perhaps above all else, it will be important that all modes of transportation are planned as a single system, so that expressways and rapid transit may share the transportation load, not compete for it. It must be possible for people to drive to convenient points on the subways, park there cheaply, and commute by transit to city center. City streets must also be organized so that the important streets are able to carry the heavy traffic loads generated by expressways, while lesser roads serving local areas do not carry heavy through traffic.

Downtown – the symbol of the city

IT HAS SOME SERIOUS DEFECTS WHICH MUST BE TREATED OR DOWNTOWN WILL SUFFER

Toronto will have a great new focal point in the Civic Square and Hall. It will spark much new development, but how can this opportunity best be used to make the whole of downtown handsome and vital? Downtown streets were laid out in the 1800's. Despite improvements, they cannot cope with modern auto traffic and crowds of pedestrians. Downtown lots are also products of an earlier age and were originally laid out for homes, not high office buildings. Today, piece-meal development on these small sites creates conditions of congestion, inadequate air and light around buildings, and lack of pedestrian space. Present zoning standards are at least partly responsible for the overdevelopment of some sites, which intensifies auto and pedestrian congestion at these points while other areas remain underdeveloped and neglected.

If conditions such as these are not to get worse, the plan must take into account all aspects of future growth and change in the downtown area. Principles to guide future development might include: The exclusion of as much auto traffic as possible from the central downtown area. – The location of parking *around* the central area with a road system designed to carry traffic smoothly between these parking areas and expressways. – The introduction of pedestrian malls and walkways through blocks. – More opportunity for private developers to carry out large projects covering half or whole blocks, with land assembly being the key to the process. – The acceptance of downtown zoning based on a reasonable estimate of future floor space demand, and designed to assist in grouping similar activities together, to improve light, air and pedestrian circulation around buildings, and to permit greater flexibility in the design of buildings and layout.

Living in the city

THERE WILL BE A LOT OF NEW HOUSING, SUBSTANTIAL LOSSES, BUT THE MAJORITY OF HOUSES WILL BE GETTING OLD BY 1980

Future City housing falls under three major headings:

Privately built new housing will consist of around 37,000 apartments and 6,000 other dwellings, although builders will have difficulty in finding properties large enough for apartment blocks. To get high density development in the best places (that is, near rapid transit lines or main roads, close to the center of town or near business subcenters) some public land assembly may be necessary.

Public housing will still be needed in the City for persons of low income, including some displaced by public works and private development, who cannot find private housing within their means and cannot live in the suburbs. But outside of our limited slum clearance areas, there is very little land in the City where public housing is a reasonable proposition. By 1980 we expect to build only 7500 public housing units of all kinds and we need to find out whether this is enough.

Many *existing houses* will age seriously by 1980 – 42 percent of all housing will be 60 years old or more. It will be vitally important to keep these old houses in the best condition possible. Efforts to do this will be incorporated into area improvement programs designed to enhance and stabilize areas so that owners will be encouraged to maintain and improve their properties.

Other features of residential districts are also likely to demand attention. The City's schools are getting old and most are seriously overcrowding their grounds. With the number of pupils expected to increase, the need for school expansion will remain as pronounced as at present.

Most residential areas lack off-street parking, a need which can be met by creating community parking facilities and, in some places, putting in new lanes.

Space for play and pleasure

SOME OPEN SPACE WILL BE LOST, NOT ENOUGH CAN BE ACQUIRED BY 1980

Many acres of park and ravineland will be lost to road improvements by 1980; yet by minimum standards the City is short 800 acres. Under the parks expansion program of the City and Metro Parks Departments, as well as through the reclamation of ravinelands and other properties still not built up, 500 acres could be gained, though not by 1980 at the present rate of acquisition. With open space in such short supply we must do these things: determine which parts of the City need parks the most; guard existing parkland jealously; support efforts to reserve and acquire green areas outside the City; encourage development of open space, no matter how small, by private developers, owners and businesses.

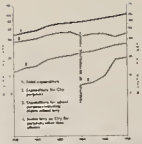
Of particular concern is the loss of ravinelands which for years have been filled in and used for building sites and, more recently, for expressway routes. Now is our last chance to acquire or otherwise protect these natural features which can add so much to living in the city.

Planning for industry and business

NEITHER TYPE OF DISTRICT CAN IMPROVE SIGNIFICANTLY WITHOUT PUBLIC ACTION

No more than 70 acres of land will be taken over by industry by 1980, except in the harbour area. But City industries have difficulties because their districts are old: awkward routes to expressways and main roads, poor trucking access to plants, little or no parking, slum-like surroundings. Only the municipality has the power to correct most of the problems—to clear out residential slum pockets, to improve industrial street systems and to assemble land for plant expansion, parking and open space in industrial areas. Yet these improvements are essential to bring these areas up-to-date and keep them useful.

Perhaps 250 acres of land—about half of it residential now will develop by 1980 as business grows outside the downtown area. But unless land can be assembled in the right places, development will tend to string out along main streets or leapfrog into residential areas. These problems can be avoided if true centers are developed through some form of land assembly. Zoning policy needs revising for better direction of the expansion of existing centers and to set up more suitable conditions under which they can develop.



Matching needs and resources

THE WAY TO A BALANCED PROGRAM OF IMPROVEMENT IS THROUGH A LONG-TERM PLAN AND CAPITAL BUDGET

Not everything that we would like to plan between now and 1980 can be undertaken within the present limits of the City's financial resources. Yet many issues demand spending if we are to protect our tax base. The City must find ways of increasing its revenues and resources to meet its needs, rather than merely look for ways of reducing capital expenditure.

The complex relationship of the City's finances with those of Metropolitan Toronto makes it impossible for the City to plan its finances independently of a Metropolitan financial plan, and for this reason there needs to be a close examination of the way in which Metro sets an overall limit on capital borrowings and of the way in which the area municipalities' share of this amount is determined. Above all, the City needs a balanced program of spending and improvements, and should not be misled into adopting an unbalanced plan because some kinds of projects, like roads and redevelopment, qualify for more outside financial assistance than others.

If we are to face up to the planning issues, the City must make room for some new kinds of capital expenditures in the future. These would include such things as buying up residential properties for rehabilitation and public housing, clearing out nuisance industries, assembling land for area improvements, providing residential parking. It will be difficult to adjust our existing spending to these new needs. But the capital budget should reflect the most important goals and objectives that we as a City have chosen as a result of our examination of the planning issues facing Toronto between now and 1980. When these goals have been established, together with practical means of reaching them, we will have a plan to meet the needs of our changing City.

Facts and Figures

POPULATION DISTRIBUTION BY PLANNING DISTRICTS 1956 AND FORECAST 1980

Planning District	1956 No.	1956 %	1980 No.*	1980 %
CITY TOTAL	667,706	100	674,300	100
Harbour West	14,999	2.3	10,400	1.5
Downtown	6,709	1.0	5,600	0.8
Spadina	32,855	4.9	32,550	4.8
Don	41,583	6.2	41,950	6.2
Yorkville	18,239	2.7	19,100	2.8
Annex	17,302	2.6	16,400	2.4
Christie	21,570	3.2	18,050	2.7
East Junction	23,241	3.5	21,150	3.1
Dufferin	29,985	4.5	26,100	3.9
Trinity	52,247	7.8	49,050	7.3
Humberside	21,944	3.3	22,150	3.3
South Junction	17,994	2.7	19,450	2.9
Parkdale	47,049	7.0	51,200	7.6
North Junction	13,994	2.1	13,000	1.9
Oakwood	38,958	5.8	35,850	5.3
Deer Park	22,384	3.4	30,050	4.5
Rosedale	14,216	2.1	18,700	2.8
Eglinton	42,155	6.3	47,700	7.1
Lawrence Park	29,122	4.4	34,250	5.1
West Danforth	47,767	7.2	50,050	7.5
East Danforth	14,696	2.2	13,450	2.0
Beach	50,997	7.7	54,000	8.0
Greenwood	44,149	6.6	43,150	6.4
Harbour East	1,308	0.2	800	0.1
Islands	2,243	0.3	150	0.0

**The 1980 figures exclude changes in population resulting from the re-accommodation of persons on account of newly converted dwellings.*

POPULATION DISTRIBUTION BY TYPE OF HOUSEHOLD — 1956 AND FORECAST 1980

	1956						1980					
	Total Persons* in Households		Members of Families		Not Members of Families		Total Persons* in Households		Members of Families		Not Members of Families	
	Persons	%	Persons	%	Persons	%	Persons	%	Persons	%	Persons	%
In all private households	643,714	100.0	517,200	100.0	126,514	100.0	658,000	100.0	504,250	100.0	153,750	100.0
In single family households	353,182	54.8	308,527	59.7	44,655	35.3	342,660	52.1	303,360	60.2	39,300	25.6
In two family households	185,276	28.8	155,533	30.1	29,743	23.5	163,860	24.9	152,360	30.2	11,500	7.5
In three (or more) family households	58,997	9.2	53,140	10.2	5,857	4.6	50,530	7.7	48,530	9.6	2,000	1.3
In households without families:	46,259	7.2			46,259	36.6	100,950	15.3			100,950	65.6
Of 1 person only	13,300	2.1			13,300	10.5	31,200	4.7			31,200	20.3
Of 2 or more persons	32,959	5.1			32,959	26.1	69,750	10.6			69,750	45.3

**excluding population in institutions, hotels, and other collective households.*

FORECAST CHANGES IN THE CITY'S HOUSING STOCK 1956-1980

	New Construction			Demolitions and	Net Gain
	Private	Public	Total	Other Losses	or Loss
Total dwelling units	43,100	7,400	50,500	21,850	+28,650
Apartment units	37,000	5,700	42,700	450	+42,250
Non-apartment units	6,100	1,700	7,800	21,400	−13,600

HOUSING STOCK DISTRIBUTION BY PLANNING DISTRICTS: 1956 AND FORECAST 1980*

Planning District	1956 Dwelling Units No.	%	1980* Dwelling Units No.	%
CITY TOTAL	157,300	100	185,950	100
Harbour West	2,300	1.5	1,750	0.9
Downtown	1,100	0.7	950	0.5
Spadina	5,800	3.7	7,150	3.9
Don	8,400	5.3	9,710	5.2
Yorkville	4,900	3.1	6,850	3.7
Annex	3,450	2.2	4,500	2.4
Christie	4,550	2.9	4,070	2.2
East Junction	4,900	3.1	4,600	2.5
Dufferin	6,050	3.8	6,090	3.3
Trinity	9,300	5.9	9,600	5.2
Humberside	5,450	3.5	5,950	3.2
South Junction	3,850	2.5	5,200	2.8
Parkdale	10,100	6.4	13,750	7.4
North Junction	3,100	2.0	3,000	1.6
Oakwood	8,650	5.5	9,100	4.9
Deer Park	7,150	4.5	12,400	6.7
Rosedale	3,850	2.4	5,950	3.2
Eglinton Park	13,350	8.5	17,170	9.2
Lawrence Park	9,300	5.9	11,600	6.2
West Danforth	12,650	8.0	15,100	8.1
East Danforth	3,700	2.4	3,780	2.0
Beach	13,500	8.6	16,350	8.8
Greenwood	10,850	6.9	11,090	6.0
Harbour East	300	0.2	200	0.1
Islands	750	0.5	50	0.0

**The figures for 1980 do not include dwelling units added by the conversion of existing houses.*

LOSS OF DWELLING UNITS AND RESIDENTIAL LAND TO NON-RESIDENTIAL USES 1956-1980

	Total Residential loss		Loss to Roads and Transport		Loss to Schools		Loss to Institutions		Loss to Parks and Open Space		Loss to Commerce		Loss to Industry	
	units	acres	units	acres	units	acres	units	acres	units	acres*	units	acres	units	acres
CITY TOTAL	11,020	742	1,880	132	1,580	90	1,030	74	2,430	245	2,400	131	1,700	70
Harbour West	550	18											550	18
Downtown	160	6					40	1			80	4	40	1
Spadina	810	52			30	2	330	27	120	5	330	18		
Don	390	26	10	3	100	6	120	7	70	6	90	4		
Yorkville	790	38	140	7			190	9	150	7	290	14	20	1
Annex	860	71	420	30	20	2	300	27	10	1	110	11		
Christie	760	50	490	37	80	4			110	4	80	5		
East Junction	340	15	90	4	80	3			40	2	70	3	60	3
Dufferin	400	18			110	5			150	7	60	3	80	3
Trinity	670	30	80	4	150	7			250	10	190	9		
Humberside	180	9							40	3	120	5	20	1
South Junction	200	15	90	7	30	2			10	1	50	4	20	1
Parkdale	600	39	140	12	100	6	50	3	130	8	100	6	80	4
North Junction	220	13	70	3					20	1			130	9
Oakwood	400	23	50	3	110	6			150	10	50	2	40	2
Deer Park	300	19			60	4			10	1	130	9	100	5
Rosedale	120	9	40	4	30	2			10	1	40	2		
Eglinton Park	570	38			240	17			110	7	200	13	20	1
Lawrence Park	150	11	30	2	80	6					40	3		
West Danforth	500	27	70	4	60	3			200	12	170	8		
East Danforth	250	11			70	3			10	1	50	2	120	5
Beach	370	28	140	11	80	6			80	7	40	2	30	2
Greenwood	630	24	20	1	150	6			60	3	110	4	290	10
Harbour East	100	4											100	4
Islands	700	148							700	148				

**excluding acquisition of the ravineland parts of residential lots.*

City of Toronto
Planning Districts

The City has been divided into twenty-five Planning Districts. These are used for the collection and presentation of statistics, and for putting forward local or neighbourhood planning proposals. When the maps in this report show statistical information, there is one item of information shown for each of the planning districts. The names, numbers and boundaries of the districts are shown on the adjoining map.

The City of Toronto Planning Board will be glad to furnish assistance in the form of speakers and exhibits to any group wishing to discuss issues raised in this publication.

A number of additional reports concerning matters of general interest are also available from the Board on request. These include:

URBAN RENEWAL — SHORT STATEMENT
RESIDENTIAL ZONING
A GUIDE TO THE NEW RESIDENTIAL ZONING STANDARDS
THE SOUTH SIDE OF THE CIVIC SQUARE
PLAN FOR THE ANNEX
THE PEDESTRIAN IN DOWNTOWN

Copies of these reports may be obtained by writing or telephoning The City of Toronto Planning Board, 129 Adelaide St. West, Toronto 1, Phone: EMpire 6-8411, Local 437.

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